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ABSTRACT

This publication contains the first report of tne Committee of Enquiry into Education in South Australia, the major task of which is to examine and make recommendations to the Minister of Education on the educational system of South Australia. The committee emphasized that there was no need for radical changes in the educational system at this time nor during the next decade. Its recommendations were essentially those for planned development in certain areas. The committee also saw a number of issues and problems confronting those responsible for the provision of education in the state. The report begins with a summary of recommendations. Seventeen sections follow. They cover the following topics: background information on the purpose of the committee; a historical comment; the future, including a discussion of demographic and economic trends, technological developments, social changes, family structures, and ethnic backgrounds; purposes and perspectives of the educational system; educational planning and policies; regionalization of educational services; early childhood services; the education department as an organization; technical and further education; the upper secondary school; the year 12 examination; the nongovernment schools; educating for leisure; a commitment to youth; the teaching service; and the management of resources. The last section contains further considerations for provision of education in South Australia. (RM)

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EDUCATION AND CHANGE IN SOUTH AUSTRALIA

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FIRST REPORT

COMMITTEE OF ENQUIRY INTO EDUCATION IN SOUTH AUSTRALIA

FEBRUARY 1981

The Hon. Harold Allison M.P.
Minister of Education,
Parliament House,
Adelaide. S.A.

Dear Minister,

It is with pleasure that the Committee of Enquiry into Education in South Australia presents to you this first report of the Committee. We anticipate that the presentation of a second report will occur by 31 December 1981, which will address more specifically the last two terms of reference.

Yours sincerely,

J.P. Keeves, Chairman

P.D. Agars

J.F. Gregory

D.E. Medlin

W.J. Menz

I.S. Wilson

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SUMMARY OF RECOMMENDATIONS

CHAPTER 5 : PLANNING AND POLICIES

R5.1 An Education Policy and Priorities Executive should be established comprising the heads of the major administrative units in the education portfolio to be chaired by the Minister of Education and to provide an effective corporate approach to the planning and delivery of educational services in the State. 5-6

R5.2 A small Office of the Minister should be established to provide administrative support and advice for the Minister and to service the workings of the Education Policy and Priorities Executive. 5-7

R5.3 (a) An Advisory Council of Education should be established which would meet regularly, and on occasions at the special request of the Minister.

(b) The Council should be served by a small secretariat through the Office of the Minister.

(c) The Council should comprise persons of senior administrative positions in education in the State, nominees appointed by the Minister to represent groups such as the non-government schools, parents, teachers, industry and commerce, trade union organisations, and a Secretary who would be the chief executive officer of the Council.

(d) The Chairman of the Council should be an independent person who would be appointed by the Minister of Education.

(e) The important functions of the Council would be to provide for the Minister of Education and the members of the Education Policy and Priorities Executive advice on priorities within, and the co-ordination of proposed policies and programs between, the different sectors of the educational system.

(f) The other functions of the Council would be to assist in the co-ordination of educational services in relation to services provided by other governmental agencies. 5-8

R5.4 (a) A Planning and Research Group should be established under the general supervision of the Education Policy and Priorities Executive.

(b) The Planning and Research Group should maintain close links with the Office of the Minister of Education.

(c) The staff seconded to work in the Planning and Research Group should be highly productive and highly skilled in the conduct of policy oriented and planning research.

(d) The Act of the South Australian Council for Education Planning and Research should be modified to enable the Planning and Research Group to be established with a degree of independence, but also have a direct line of responsibility to the Education Policy and Priorities Executive. 5-10

CHAPTER 6 : REGIONALISATION OF EDUCATIONAL SERVICES

R6.1 (a) The policy of regionalisation of educational administration in the Education Department should be continued.

(b) Consideration should be given to increasing the range of cover of the educational system undertaken in the Regional Offices, so that co-ordination and liaison with early childhood services, technical and further education services, and non-government schools would be included.

(c) The functions of the Regional Offices should be reviewed critically so that changes may be made to ensure that the Regional Offices and the Central Office of the Education Department work together as efficiently and economically as possible. 6-5

R6.2 Regional Education Councils should be established to provide advice to Regional Directors and their staff and to maintain links between the community in a region and the Minister of Education and his staff. 6-5

CHAPTER 7 : EARLY CHILDHOOD SERVICES

R7.1 The Childhood Services Council of South Australia should be legally established under its own Act as a body to advise the Ministers of Education, Health, and Community

Welfare on developments in the provision of early childhood services within the State, and on the disbursement of monies to enable the provision of such services to be maintained and where appropriate expanded. 7-10

R7.2 (a) Consideration should be given at some future time to the award by the Childhood Services Council of a specific annual grant to the Kindergarten Union of South Australia together with supplementary funding for the undertaking of approved new initiatives.

(b) An examination should be made of the composition of the Board of Management of the Kindergarten Union of South Australia and the manner in which the Board is appointed, so that any conflicts of interest between the Board and the Kindergarten Union Council might be resolved.

(c) An examination should be conducted and advice be provided to the Kindergarten Union of South Australia on the more effective use of the recurrent resources it receives, and more appropriate procedures should be developed by the Union for the reporting of its financial affairs. 7-12

R7.3 Consideration should be given to establishing a special centre, linked closely with existing post-secondary education institutions but readily accessible particularly to students from less advantaged districts, that will provide a range of courses at the degree diploma, associate diploma, post-diploma and certificate levels in fields relating to the provision of education, health and welfare services for young children. 7-13

R7.4 (a) The Kindergarten Union, the Education Department, the Catholic Education Office, the Health Commission, and the Department for Community Welfare should jointly establish and support supervisory, advisory, and inservice education programs for all workers in centres providing early childhood services in the State.

(b) The supervisory, advisory, and local inservice programs so established should be conducted from the ten Regional Offices already established to serve education in the State. 7-14.

R7.5 A register of all centres providing early childhood services and a register of all staff working within early childhood centres should be maintained and that the licensing of centres and the compilation of both registers in future should be undertaken by the Childhood Services Council. 7-16

CHAPTER 8 : THE EDUCATION DEPARTMENT AS AN ORGANISATION

R8.1 (a) The Deputy Directors-General and the four Directors responsible for the functional directorates should, together with the Director-General, form a corporate management group to administer the affairs of the Education Department.

(b) Four functional directorates should be maintained under the general direction of the Deputy Director-General (Resources) to undertake duties in the four areas of curriculum research development and evaluation, personnel, facilities and buildings, and finance and management.

(c) The Deputy Director-General (Schools) should accept responsibility for the operation of the 10 Regional Directorates and that an Assistant Director (Regions) should be appointed to co-ordinate the activities of the Regional Directorates.

(d) The Deputy Director-General (Schools) should accept responsibility for Regional Services and an Assistant Director (Regional Services) should be appointed to co-ordinate the provision of special services to schools through the Regional Directorates.

(e) The Deputy Director-General (Schools) and the Assistant Director (Regional Services) should give consideration to the restructuring of the specialised service centres and branches to ensure that they provide services to the regional offices as economically and as effectively as possible.

(f) The Directorate of Research and Planning should be dissolved with the planning and research activities being transferred to other Directorates. 8-8

R8.2 A Directorate of Curriculum Research, Development and Evaluation should be established that would accept responsibility for the preparation of curriculum guidelines and the necessary curriculum materials to enable teaching and learning to take place in schools in a manner consistent with those guidelines. 8-10

CHAPTER 9 : TECHNICAL AND FURTHER EDUCATION

R9.1 The Department of Further Education should be renamed the Department of Technical and Further Education and colleges of the renamed Department of Technical and Further Education should be known as Colleges of Technical and Further Education. 9-6

R9.2 (a) Consideration should be given to a reorganisation of the Department of Technical and Further Education, as it will be called, with the removal of one position of Deputy Director-General and the upgrading of the remaining position to a higher level.

(b) Consideration should be given to increasing the level of appointment of at least two of the Directors of the Department because of the changing functions of the directorates and the increased levels of responsibility of the positions.

(c) The Department of Technical and Further Education should be required to establish procedures that will ensure improved accountability for the expenditure of recurrent resources by the Colleges of Technical and Further Education. 9-9

CHAPTER 10 : THE UPPER SECONDARY SCHOOL AT THE CROSSROADS

R10.1 A Senior College should be established in an appropriate location on a trial basis to investigate the contribution that such a college might make in South Australia to providing a rich and diversified program to meet the needs of students, particularly in the 15 to 18 year old group. 10-9

R10.2 A Technology Resource Centre should be established on a trial basis in the Glenunga High School and access to the centre be available to students from both government and non-government schools. 10-10

R10.3 Concerted efforts should be made to convince students and their parents that secondary education for all is desirable, and that a complete secondary education involves a five-year program. 10-11

R10.4 Secondary schools should re-orient their approaches and collectively provide rich and relevant programs for students of all levels of ability, all ranges of aptitude and all fields of interest throughout the five years of secondary schooling. 10-11

R10.5 Secondary schools, including non-government schools, and colleges of technical and further education, in consultation with Regional Education Councils and Regional Directors, should plan and provide a co-ordinated program offering on a shared basis and so increase the range of choices available to their students.

CHAPTER 11 : THE YEAR 12 EXAMINATION

R11.1 (a) In principle the Report of the Committee of Enquiry into Year 12 Examinations in South Australia should be endorsed.

(b) The new board to be named 'The Public Examinations Board of South Australia' should be in operation from the commencement of the school year in 1983, and an Interim Board should be established prior to 30 June 1981.

(c) The certificate issued should be called the 'Year 12 Certificate'

(d) The subjects offered should be classified into one of four groups according to their functions of either preparation for tertiary study which includes technical and further education, preparation for special tertiary courses, curriculum diversification, or to provide a sound general education. 11-10

R11.2 A Statement of Supplementary Information for Tertiary Entrance with a student's level of performance on subjects of relevance for entry into tertiary education should be issued by the Public Examinations Board of South Australia and the nature of the statement should be determined by a Committee set up by the tertiary institutions of South Australia, which includes the Department of Technical and Further Education. 11-10

CHAPTER 12 : THE NON-GOVERNMENT SCHOOLS

R12.1 The registration of all non-government schools should be proceeded with under a Registration Board. 12-15

R12.2 Conditions for the receipt of grants from State and Commonwealth Government sources should include, in general, policies of open access and the lodging of audited financial statements and balance sheets annually with the Office of the Minister of Education in South Australia. 12-15

R12.3 Procedures should be developed that would enable non-government schools to have access to the services available to Education Department schools on a cost-sharing basis. 12-15

R12.4 The Education Department, Catholic school system, and the independent schools should continue to seek opportunities to work together for the mutual well-being of the students in their schools (see also R10.5). 12-15

R12.5 The Advisory Committee on Non-Government Schools should explore ways in which more open access might be provided to the excellent boarding facilities available in many non-government schools for students in special need and who, for financial reasons, would otherwise be unable to enter a boarding school. 12-15

CHAPTER 13 : EDUCATING FOR LEISURE

R13.1 Programs of education for leisure should be developed in both primary and secondary schools, that are linked where possible to community-based activities. 13-11

R13.2 (a) The importance of Enrichment (Stream 6) courses in colleges of technical and further education

and of community programs in schools should be recognised, with the salaries of full-time course co-ordinators being provided for out of departmental funds.

(b) Apart from the salaries of course co-ordinators, the Enrichment (Stream 6) courses in colleges of technical and further education and the community programs in schools should be fully supported by fees collected from students attending the courses, and by government subsidies for disadvantaged groups.

(c) The Education Policy and Priorities Executive should establish a committee to co-ordinate and arrange for the exchange of monies between the colleges of technical and further education and the schools for education with respect to Enrichment (Stream 6) courses and community programs. 13-11

CHAPTER 14 : A COMMITMENT TO YOUTH

R14.1 A Youth Policy Council should be established under its own Act to advise the Commonwealth and State Governments on the development of appropriate policies and programs for youth in South Australia. 14-16

R14.2 The Youth Policy Council should report directly to the Premier, and its Secretariat would be located within the Premier's Department.

CHAPTER 15 : THE TEACHING SERVICE

R15.1 All persons employed as school assistants should be employed under one industrial award, which makes suitable provision for transfer, reduction of hours and retrenchment. 15-15

R15.2 Awards associated with the salaries and conditions of employment of teachers of both the Education Department and the Department of Technical and Further Education should in future be made by the one body, which should be the Teachers Salaries Board. 15-16

R15.3 The JESIFA Project should be supported by the Education Department, the South Australian Institute of Teachers,

and the Office of the Minister in every way possible, to enable a detailed examination of issues relating to the management of staff resources. 15-30

R15.4 As a matter of urgency, the promotion structure of the teaching service should be changed to accommodate local specification of positions and the selection of appointees, which should necessarily include the introduction of limited tenure appointments. 15-32

R15.5 In order to maintain flexibility within the teaching service, the Deputy Director-General (Schools) and the Director of Personnel should continue discussions with members of the South Australian Institute of Teachers to develop new staffing policies in relation to the use of contract employment in specified circumstances. 15-33

CHAPTER 16 : THE MANAGEMENT OF RESOURCES

R16.1 The Education Policy and Priorities Executive, the Regional Education Councils and corporate management groups in both the Education Department and the Department of Technical and Further Education should give systematic consideration to ways in which the co-ordination and reallocation of resources might occur at all levels and in all sectors of the education system. 16-4

R16.2 More appropriate use should be made of the facilities and services available at the Education Centre and as many as possible of the statutory agencies and boards in the Education portfolio that are scattered around the City of Adelaide should be moved into the accommodation that is available in the Education Centre. 16-6

R16.3 The Education Policy and Priorities Executive should examine the standards being set for the construction of buildings for all sectors of education, and steps should be taken to develop policies on the standards to be used in the future so that efficient use of resources might be maintained. 16-6

R16.4 The Regional Offices should be developed by the relocation of staff from the Central Office and the service centres and units and not by an increase in

	the total numbers of staff positions associated with the administration of the Central and Regional Offices.	16-7
R16.5	Steps should be taken on a trial basis to assist schools and school councils to undertake greater responsibility for budgeting and accounting of expenditure incurred by schools, and if trials prove successful these policies should be gradually extended throughout the system.	16-8
R16.6	The State Budget item for school and college maintenance should be transferred from the Public Buildings Department to the Education Department and the Department of Technical and Further Education, and that responsibility and funding for the maintenance of school and college buildings should be devolved to the school, college and regional levels.	16-9
R16.7	The Education Department should develop guidelines for the closure and consolidation of schools, and these guidelines should be submitted to School Councils and Regional Education Councils so that agreement might be reached on policies that are likely to be required in the foreseeable future.	16-11
R16.8	Procedures should be developed for discussion with School Councils, Regional Education Councils and teachers prior to the closing of a school in order that the need for closure should be clearly perceived and consensus reached before a final decision is made.	16-12
R16.9	Schools in an area should wherever possible develop agreed policies associated with the diversification of curricula in the schools, at the upper secondary level, so that educationally viable classes are provided to meet the full range of student needs.	16-13
R16.10	The Education Department, in consultation with the Treasury, should develop a model 'basket of services' approach to school-based funding and indexation which would enable schools to have greater flexibility in the use of the funds available to meet their particular needs.	16-14

R16.11 Careful planning should take place bringing together persons from the different sectors and from different branches within a sector, to investigate more thoroughly future land purchases, to undertake a vigorous and continuing program of review of existing facilities and unused properties currently held in the name of the Minister of Education and, when profitable to do so, to dispose of unused properties. 16-15

CHAPTER 1

INTRODUCTION

Terms of Reference

1.1 The Committee of Enquiry into Education in South Australia was convened on 2 June (appointed in May) 1980 by the Minister of Education, the Hon. Harold Allison, M.P.

The Terms of reference for the Committee were:

> To examine and to make recommendations to the Minister of Education on the educational system of the State of South Australia (excluding the universities and colleges of advanced education) with particular reference to -
>
> (1) the identification of the influences of an economic, demographic, technological and social nature on the educational system;
>
> (2) the implications of those influences for resource allocation; the most effective use of those resources and the priority for such allocation;
>
> (3) the organisation of the Education Department, the Department of Further Education, and Childhood Services, including responsibilities for the management of financial, human and other resources, the relationship between the three organisations, and any rationalisation which might be desirable;
>
> (4) the means by which curricula and teaching methods of the schools and colleges should be changed to meet new technologies and changing employment patterns;
>
> (5) the desirability of developing a new system of school and college evaluation to ensure the effectiveness of each institution.

1.2 The terms of reference were extremely wide. The workings of the universities and colleges of advanced education were specifically excluded, since they had been the subject of a Report by the Committee of Enquiry on Post Secondary Education in South Australia under the chairmanship of Dr D.S. Anderson that had been tabled as recently as January 1979[1]; however, the inclusion of childhood services and the field of further education, together with the general reference to the South Australian education system, left for consideration a very broad spectrum of educational services that were financed in whole or in part from public monies provided by the State.

1.3 The Committee was initially asked to complete its work in time for a report to be available to guide the deliberations necessary for the preparation of the State budget for the 1981-82 financial year. The Committee

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1 Committee of Enquiry into Post Secondary Education in South Australia (Chairman: D.S. Anderson). Post Secondary Education in South Australia. Report of the Committee. Adelaide: Government Printer, South Australia, 1979.

recognised the need that advice should be provided for such purposes, since it had already become aware of certain pressing issues that had very considerable financial implications. The Committee also realised that a lengthy delay in the preparation of a report would lead to some of these issues being resolved without the benefit of advice from the Committee. Nevertheless, the Committee believed that some aspects of the terms of reference would require very thorough consideration and extended discussions with students, teachers and parents in pre-schools, schools and colleges of further education if effective solutions to current problems were to be found. Consequently, the Committee from the outset considered the possibility of reporting in two stages.

1.4 From an examination of the terms of reference, the Committee recognized that there were two essentially different facets of the Enquiry that required detailed consideration. The first facet was concerned with the educational system, the resources required to conduct the affairs and activities of the system, and the organisation and management problems of the system and its major components. The second facet involved the curricula of the pre-schools, schools and colleges of further education, the teaching methods employed by teachers, and the evaluation of both the effectiveness of student learning and the effectiveness of the programs of individual institutions. In reporting on the first facet, the discussion and recommendations would be addressed, in the main, to administrators within the system and within schools, to those who were concerned with the operation of the system and its major component parts, and to those whose interest would be in a broad range of educational questions, particularly those issues concerned with the allocation of resources to education. In reporting on the second facet, the discussions and recommendations would be addressed, in the main, to those working within schools, pre-schools and colleges of further education, to teachers, school principals, their deputies and parents who were responsible for the detailed planning of the curriculum of the school, for the assessment of student learning and for the evaluation of their own programs. The first three terms of reference were broadly speaking seen to be concerned with the first facet. The last two terms of reference were in the main concerned with the second facet. However, the second term of reference had links with both facets and there would be certain questions associated with the allocation of resources to and within schools, that would need to be considered in relation to the second facet.

1.5 The Committee early in its life proposed to the Minister of Education that it should submit its report in two stages. A first report would be prepared in draft form by the end of February 1981. It would be directed

towards the administrative, organisational, management and financial issues of the educational system and its major component parts. It was hoped that this report could be read by administrators in education, and by the general public who were concerned with financial and organizational matters. It would also be available in time to be of immediate use to the Minister of Education, to the staffs of the two departments and to other government instrumentalities for the preparation of statements of policy and the budgets for the 1981-82 financial year. A second report would be prepared by December 1981 that would be concerned with curricular, evaluation and resources allocation issues confronting teachers in pre-schools, schools, and colleges of further education. This report would hopefully be written to be read by teachers, principals, interested parents and persons engaged in pre-service and inservice teacher education programs. The issues under consideration in the second report while of very considerable importance were less urgent, being concerned with problems where change would best take place gradually.

1.6 Unfortunately, it has not been possible to consider in depth all issues relating to the first three terms of reference in the first report. There are some issues such as those relating to primary schools and the transition from primary to secondary school that we have not been able to consider. It is hoped that it will be possible to consider these issues fully in the second report. The Committee would like to reassure those concerned with such issues that their submissions have not been overlooked or ignored, but rather that their consideration has been deferred to the second report, in order that a more substantial treatment might be provided. In making choices between issues which should or should not be discussed in the first report, the Committee has in the main been guided by the urgency of the issue and the need for substantially new policies to be developed.

Procedures

1.7 The Committee found when it started work on the review of education in South Australia that many of the issues with which it would necessarily be concerned had been the subject of consideration, within the past two years, by working parties both within the State of South Australia and in other parts of Australia. Thus much of the work of the Committee in the early months was directed towards the examination of issues already considered elsewhere, and the reading of the range of materials that had been prepared to address these issues. Indeed, a great deal of the preliminary work associated with the conduct of the Enquiry had already been carried out. The Committee was required to assess the value and strength of the many documents available, and to determine why some quite clear and apparently sound recommendations that had been available for 12 months or more had never been acted upon.

1.8 Although a considerable body of documentary material was available, the Committee considered it essential that it should call for formal submissions. This was done with a date for the receipt of submissions set at 30 September 1980. However, any submissions received after that date have been given full consideration. The Committee has been greatly encouraged in its work by the interest shown by many groups that have prepared detailed and informative submissions. It has been grateful, too, for the extensive and valuable submissions that it has received from other governmental instrumentalities. These have helped in a significant way to raise alternative solutions for long-standing problems.

1.9 The members of the Committee from the outset recognised that, while some of its number had close contact with schools through active involvement with parents' organisations, school councils, teachers' organisations or as the principal of a school, other members had had little direct contact with schools and classrooms in South Australia for some years. Even those who currently were connected with schools and teachers in their daily work were restricted in their contacts to a limited range of institutions. If the members of the Committee were to become familiar with educational institutions at all levels, pre-schools, schools and colleges of further education, in all parts of the State, and in a variety of situations and circumstances, then it would be desirable for the members to undertake a series of planned visits to a variety of institutions. Only through such visits would the problems confronting institutions of all kinds be seen and thoroughly understood. In the initial months of the program of investigation, reading and interrogation, it was not possible for the members of the Committee to visit schools. This was unfortunate. Consequently, it is planned that, during 1981, the members of the Committee should visit educational institutions of all types, in a variety of situations, and working under different conditions in order to obtain a fuller understanding of the resource needs of schools, of how schools develop their own curricula, how student assessment is undertaken, and how evaluation of a school's program might be carried out. The members of the Committee greatly look forward to this program of visits during the early months of 1981.

1.10 The Committee at an early meeting saw a need for two background papers to be prepared by specialist consultants. Dr G.T. Hugo, a demographer lecturing in the Department of Geography of the School of Social Sciences at the Flinders University of South Australia was requested to prepare a paper on 'Some Demographic Factors Influencing Recent and Future Demand for Educational Services in South Australia'. This paper has been of considerable assistance in the identification of certain long-term trends in the population

of South Australia. In addition, Dr G.S. Harman, Reader in the Centre for the Study of Higher Education of the School of Education at the University of Melbourne, was commissioned to prepare a paper on 'Administrative Structures for Providing Education Services at State Level'. Dr Harman has since been able to use many of the ideas developed for this paper in a not unrelated task that he carried out in the State of Victoria. The analyses and suggestions that he included in his paper have been of considerable value to the Committee.

1.11 It was evident to the Committee that the second term of reference concerned with the effective use of resources and the establishment of priorities for the allocation of resources would pose certain problems, in so far as very limited evidence would be available on the allocation and use of resources across the different sectors of education and to different educational institutions. Consequently a decision was made to establish a Resources Working Party, under Dr B.C. Lindner as Senior Research Officer, that would assist members of the Committee to consider in some detail particular issues of resource allocation and usage. While the proposal to set up a Resources Working Party was questioned in some circles, the Committee has been greatly heartened by the response that it has received from a range of government institutions who seconded staff to work for varying periods of time on specific projects. A list of the investigations carried out and the assistance received from various sources in undertaking these investigations has been recorded in Appendix A. The Committee has been deeply appreciative of the help that it has received to conduct these investigations. Without this help there would have been a series of resource issues about which the members of the Committee would have had little knowledge and little understanding.

1.12 The Committee also envisaged that through the establishment of a Resources Working Party it could invite staff and others who had close links with educational institutions to make minor submissions on issues and problems associated with resource usage within schools. Many teachers, while reluctant to make a formal submission in relation to one or more of the terms of reference of the Enquiry, might be willing to submit in a less formal manner a statement that related to a particular issue concerned with the use of resources. The advantages of inviting and receiving such submissions have already become apparent. These less formal submissions have provided highly relevant evidence for the Committee to consider. In addition, these submissions have established that there is a concern for the efficient and effective use of resources at the institutional level. It is clear that many people working within institutions are seeking ways and means by which limited resources might be used as effectively as possible in order to maintain a high quality of service in South Australian schools, pre-schools and colleges of further education.

1.13 On no less than five occasions during 1980, the Committee has been called upon to give advice to the Minister on a variety of specific issues. These issues have ranged in their magnitude and consequences for education in South Australia. In general, they have been issues that cut across sectoral boundaries within the field of education, or issues that cut across departmental responsibilities. The Committee has been interested to examine these issues and to return to the Minister some tentative advice. However, the main benefits to be gained from examining these issues is not so much with respect to the resolution of the problems presented, but rather to obtain an understanding of the type of issue that reaches the desk of the Minister and that cannot be resolved readily in other ways, so that the help of the Committee of Enquiry must be sought. Collectively the five occasions on which advice has been sought have helped to identify the urgent need for appropriate mechanisms for dealing with such problems. We have attempted to take into consideration these matters in the preparation of this initial report.

Acknowledgements

1.14 The Committee of Enquiry was located at relatively short notice in space formerly occupied by the Directorate of Research and Planning of the Education Department. The members of the Committee have been grateful to the staff of the Directorate for their willingness to make space available for the staff of the Enquiry to work in, as well as to provide appropriate accommodation that has enabled members of the Committee to have discussions with outside visitors with some degree of privacy.

1.15 The Committee has been deeply grateful for the help it has received from the Director-General of Education, Mr J.R. Steinle; the Director-General of Further Education, Mr L.A. Kloeden; the Deputy Director-General of Education (Resources), Dr P.I. Tillett; the Acting Deputy Director-General of Further Education (Resources), Dr J.M. Mayfield; the Acting Director of Research and Planning in the Education Department, Mr J.C. Cusack; and other staff of the Departments of Education and Further Education, the Kindergarten Union and the Childhood Services Council. These officers have not only had to accept responsibility for the preparation and provision of extensive documentation for the Committee of Enquiry, a task that they would appear to have done willingly even though at some inconvenience to both themselves and their staff, but they have also had to be available, sometimes at relatively short notice, to give advice and explain information that has suddenly become of consequence and considerable importance.

1.16 During the time the Committee was meeting, the Public Accounts Committee of the South Australian Parliament conducted an enquiry into certain aspects of expenditure and the use of resources in schools. The Chairman

and one member of this Committee, Mr P.D. Agars, welcomed the opportunity to meet with the Public Accounts Committee and to discuss relevant issues with them. The report of the Public Accounts Committee 'On Accountability in the Education Department and Schools' has proved a valuable document for the examination of issues related to the allocation and use of resources.

1.17 The Committee of Enquiry must also express its gratitude to the South Australian Chapter of the Australian College of Education and to its Chairman, Mrs M. Trembath and Secretary, Mr W.C. Marsh for arranging a series of four late afternoon seminars which have addressed matters of concern to the Committee. In the main, each seminar has been directed towards a critical issue associated with one of its five terms of reference. The conduct of the seminars has involved many people in the preparation of papers, and these papers together with the discussion that followed their presentation have been of considerable help to the Committee. A record of the contents of these four seminars is given in Appendix B.

1.18 The Committee was also fortunate in being able to hold formal discussions with several people about different aspects of the Enquiry. In particular, it would like to acknowledge with gratitude the assistance it received from discussions with Mr P. Bentley, of the Department of Industrial Affairs and Employment; Mr I. Cox, Director-General of the Department for Community Welfare; Dr F.N. Ebbeck, Executive Director of the Kindergarten Union of South Australia; Dr J.M. Mayfield, Acting Deputy Director General (Resources) of the Department of Further Education; Mr D. Mercer, Chairman of the Public Service Board of South Australia, and Dr P.I. Tillett, Deputy Director-General (Resources) of the Education Department. In addition, it was possible for members of the Committee to have less formal but nevertheless equally valuable discussions with a variety of persons in several key positions in South Australian affairs. We are grateful to them for their generosity in giving time and their willingness to give advice and assistance to the Committee.

The Committee was particularly fortunate to be able to discuss some of its problems with Professor Torsten Husén, Professor of Education and Director of the International Institute of Education of the University of Stockholm, Sweden. Professor Husén came to Adelaide specially to meet with the Committee and we are very grateful to him for his help and advice.

1.19 The Committee has been deeply indebted to all individuals, institutions, and organizations who have at considerable effort and cost prepared substantial documents for submission to the Committee of Enquiry. A list of all who have made submissions has been recorded in Appendix C. In all, the Committee

has received 484 submissions to date, and is extremely grateful to these individuals, institutions and organizations for their help. It has read and examined the many submissions and has been guided extensively in its thinking by them.

CHAPTER 2

HISTORICAL COMMENT

Ten Years of Change Following the Karmel Report

2.1 The ten years from 1970 - when Education in South Australia[1], the Report of the Committee of Enquiry into Education in South Australia under the chairmanship of Emeritus Professor P.H. Karmel was completed - to 1980 - when the present Committee of Enquiry was established - saw widespread changes in the organisation of and the provision for education in South Australia. So extensive have been the changes and so widespread the reforms introduced, that the task confronting the second Committee was not so much an investigation into the conduct of education within the State, but more a review of the changes that have occurred over the decade 1970-1980 and the provision of advice to the Minister of Education on planning for the future.

2.2 The immediate, strong and all pervading impression gained by the members of this second Committee of Enquiry has been, and continues to be, that education in South Australia is, in general, in good heart. Education in South Australia shares some of the problems, now common throughout Australia and other countries of the Western world, but here arrangements would appear to be in train for such problems to be tackled effectively. As evidence of the high quality of provision of education in South Australia, we cite the high level of participation in educational programs at the pre-school, upper secondary school to Year 11, and in further education. These matters will be considered in greater detail in the report that follows. Furthermore, accurate information is available from each of the educational authorities in South Australia on both participation in and the costs of education that is, in general, not readily available elsewhere in Australia. Such information must be considered essential not only for accounting to the public for expenditure on education but also for the planning of the future provision of educational services, and South Australian educational authorities supply this information in a routine way. Relative to other parts of Australia the public and the Parliament in South Australia are well served. As evidence of effective attempts to solve some of the problems facing education in this State, the Committee of Enquiry has noted the constructive concern and support for education in South Australia that comes from parents and community members through involvement in School Councils, Parents and Friends' Associations and Parents' Clubs. This would seem to indicate that both parents and community

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1 Committee of Enquiry into Education in South Australia (Chairman: P.H. Karmel). Education in South Australia, Report of the Committee. Adelaide: Government Printer, South Australia, 1971.

members hold in high regard the education provided in the State and are attempting to tackle the problems facing it in effective ways. Likewise, the South Australian Institute of Teachers has a thoroughly professional approach to educational matters, an approach that has developed over a long period of mutual trust, co-operation and respect between educational authorities and the members of the Institute. As evidence of this professional approach we cite the JESIFA Project[2] which is investigating issues associated with the deployment and mobility in the teaching service that have arisen as a consequence of changing patterns of enrolment in education in South Australia. The work of this project will be considered in greater detail later in this report. The consequences of these professional attitudes for the practice of education in South Australia should not be underestimated or under-valued. Furthermore, harmonious relationships have been established between the government and the non-government sectors in the provision for education. Each sector would appear to hold the other in high regard and to seek opportunities of co-operation and collaboration. These are but a few of the signs, that the members of the Committee have noted, convincing them that the tasks to which their efforts should be directed are not ones of dissection of the educational system, followed by a reassembling of the parts in a new form. Rather the Committee believes it should indicate a systematic review of developments in order to establish clear guidelines for the future. Thus, the emphasis of this report of the Committee is on planned and gradual change over a long period, in preference to a sudden and widespread reorganisation.

2.3 An historical account of the development of education in South Australia has been presented in Education in South Australia[3] and we refer those who are interested in these matters to that presentation. Nevertheless, it is worthy of note that it is only a little more than 100 years since legislation was passed in South Australia through the 1875 Act which established a thorough system of public education in the State. It introduced free and compulsory schooling from the age of six to the age of thirteen years in public elementary schools. Initially the control of education was in the hands of a committee of laymen, but with the passing of an amending Act in 1878, an Education Department was established headed by an Inspector-General, who was directly responsible to the Minister of Education. This present Committee has been commissioned to review a system that was established over a century ago, and that has provided throughout the State a common and uniform educational service to all children whether living in metropolitan or country areas.

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2 JESIFA is an acronym for Joint Education Department and South Australian Institute of Teachers Information and Feedback Assignment.

3 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 5 - 24.

2.4 It should be noted that the 1875 Act enabled the colonial government of the free colony of South Australia to provide directly and without charge education for all as opposed to subsidising the education provided by churches and other bodies. Apart from the educational programs provided by the University of Adelaide and the more specialised educational courses provided at the South Australian School of Mines and Industries and at Roseworthy Agricultural College, all substantial public educational services were provided over the period of almost a hundred years directly by the Education Department. During the decade under review certain highly significant changes in the organisation of education in South Australia have occurred. Some of these changes have resulted from recommendations made by the Karmel Committee in the report Education in South Australia, some have arisen from the greatly increased involvement of the Commonwealth Government in education, particularly during the years of Labor Government from 1972 to 1975, while others have taken place in response to new emphases and new societal pressures.

2.5 The Karmel Committee in 1971 recommended a substantial increase in government financial support for the provision of pre-school education.[4] While it proposed that the Kindergarten Union of South Australia should continue as the major agency for the provision of pre-school education, it recommended that a Pre-School Committee should be appointed by the Minister of Education to plan the overall development of pre-school education in the State. These proposals, together with the initially strong support for pre-school programs provided by the Commonwealth Government in 1973 to 1975 and the provision for child-care programs made through the Office of Child Care in the Department of Social Security of the Commonwealth Government, led to a very considerable expansion of services in the early childhood field. As part of this expansion, from 1973 onwards, the Education Department became a significant provider of pre-school services through its Child/Parent Centres. These developments involved a very substantial increase in the range of educational services provided in the State.

2.6 The Karmel Committee also recommended that a separate Department of Further Education should be established, under a Director of Further Education who would be directly responsible to the Minister of Education.[5] This proposal, together with the growth in the field of technical and further education that has been made possible by the Commonwealth Government following the preparation and publication of a series of reports, has led to a change in

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4 Committee of Enquiry into Education in South Australia, 1971, op cit., pp. 244-275.

5 ibid., pp. 315-335.

the functions and responsibilities of the Education Department. However, it has also led to a greatly diversified program in the field of technical and further education which is now administered by a separate department. Continuing expansion of facilities, range of functions, and scope of activities must be anticipated in the future as a consequence of initiatives of this newly established Department of Further Education. These developments, as Mr M. Kangan has recently reminded us, have been built on the view that technical and further education in Australia should not be seen solely or mainly as the supplier who satisfies the industrial and commercial demand for skilled labour, but as the provider of educational opportunities for each person to meet freely chosen vocational needs and preferred vocational objectives.[6]

2.7 The Karmel Committee also proposed a total reorganisation of teacher education.[7] As a consequence the institutions conducting teacher education programs were no longer to be responsible to the Education Department but became independent colleges of advanced education with their own governing councils. The Committee also recommended that policies associated with bonding and with special allowances for teachers in training should be discontinued. These changes were greatly facilitated by the Commonwealth Government becoming responsible for the support of universities and colleges of advanced education, an expenditure that had previously been largely borne by the States, and by the Commonwealth Government providing free tertiary education for Australian resident students. These developments again reduced the scope of services provided by the Education Department, through the setting up of a new range of autonomous institutions working at the post-secondary school level. The newly established colleges of advanced education profited greatly through grants from the Commonwealth Government for new buildings and from the increased numbers of students who were thus able to attend their courses.

2.8 The diversification of post-secondary education that was advocated by the Karmel Committee was seen by that Committee to require the establishment of a Tertiary Education Committee to co-ordinate activities and advise the State Government on the needs of the State in this field of education and how best these needs might be met. In addition, it was proposed that the Committee would advise institutions with a view to promoting co-ordination, mutual assistance and diversity. A few years prior to 1970, there were few autonomous post-secondary educational institutions in the State. These were only the long-established University of Adelaide (opened in 1874), the South

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6 M. Kangan, Seven Years On: Kangan on Kangan. TAFE Quarterly, 1980, 2(2): 10.

7 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 396-456.

Australian Institute of Technology (formerly the South Australian School of Mines and Industries, which was established in 1889), the small Roseworthy Agricultural College (established in 1885, and supported largely by the Department of Agriculture) and a smaller independent Adelaide Kindergarten Teachers College, which was started in 1907. However in 1966, the Flinders University of South Australia was inaugurated. Subsequently, in 1971 the Karmel Committee recommended the establishment of an Institute of Colleges which would comprise five self-governing colleges of advanced education.[8] This expansion and diversification of this section of education has helped to increase the complexity of the educational portfolio, while at the same time reducing the area of education within which the Education Department was expected to provide services.

2.9 The Karmel Committee saw the urgent need both for the registration of all teachers[9] within the State including those teachers employed in the non-goverment school sector and for the registration of non-government schools.[10] While initial moves had been made by the Commonwealth Government through the Science Facilities Program, beginning in 1964, and Libraries Program commencing in 1969, to provide for certain aspects of education both in the government and in the non-government school sectors from Commonwealth Government funds, the Committee had not envisaged the marked growth that was to follow in the provision of direct aid to non-government schools in a variety of forms by both the Commonwealth and State Governments. It would seem that the registration of teachers and of schools would be a necessary prerequisite for the expenditure of public monies on the support of non-government schools. However, it was possible to provide interim support for several years without major problems being encountered. More recently, certain problems of considerable complexity have arisen that the Minister of Education is not well placed to handle, because the registration of non-government schools was not proceeded with at the time and in the manner in which the Karmel Committee had recommended.

2.10 The Karmel Committee proposed that each school above a certain size should be allocated a budget, determined by factors considered relevant such as its pupil numbers, the age of its buildings and the welfare needs of the area.[11] For schools that were smaller in size, special arrangements

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8 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 446-449.

9 ibid., pp. 147-150.

10 ibid., p. 171.

11 ibid., pp. 477-478.

should be made for budgeting and expenditure on an area basis. These provisions would enable the principal of a school, in consultation with staff and council, to allocate the monies available between generally approved purposes and to arrange directly for the expenditure of such monies. These policies, while devolving responsibility for expenditure to a level where it could be most appropriately dealt with, would give increased authority to the lay persons who comprised the council or committee of a school as well as to the principal and staff, and increase the complexity of their work.

2.11 The Karmel Committee proposed that school committees should be restructured to form Councils, with their composition changed to allow the inclusion of members who would not be formally elected by parents.[12] While the functions of School Councils did not appear to have been fully resolved by the Karmel Committee, it would seem that their powers were to be expanded to enable them to discuss matters of general educational policy within the school, and presumably to advise on the expenditure of monies at the school level. This increased involvement of lay persons in educational activities within each school would bring with it no doubt many advantages, but it also would increase the number and range of persons involved in education and thus increase the complexity of operation of the educational system. It could be anticipated that each School Council would develop an increasing degree of autonomy and each would seek to use political processes to advance the well-being of the school for which some degree of responsibility was accepted.

2.12 Several strong recommendations made by the Karmel Committee were not subsequently implemented in the ten year period. Perhaps the most notable of the recommendations that were not taken up was the establishment of an Advisory Council of Education, to advise the Minister about desirable developments in education.[13] The reasons behind the non-acceptance of such a recommendation, when there was general agreement with respect to increased community involvement at the school level and increased independence for the colleges of advanced education with their own boards, are not known to the Committee. Such a link at the policy-making level with the wider community would we believe have served to make the different components of a complex educational enterprise more sensitive to public opinion, and more directly answerable in a public forum for its actions, as well as acting as a means for better informing the public and its leaders about educational issues.

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12 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 479-482.

13 ibid., pp. 465-468.

2.13 A further recommendation of the Karmel Committee that would not appear to have been implemented was that funds for school buildings and the maintenance and modification of buildings should be allocated directly to the Minister of Education, and that a Division of Buildings and Plant should be established within the Education Department to take responsibility for the construction and maintenance of buildings.[14] The reasons for a failure to implement this recommendation have not been advanced, except it is clear that such a move would have involved the restructuring of another government department, namely the Public Buildings Department.

The Entry of the Commonwealth Government

2.14 Participation in the financing and governance of education in the States by the Commonwealth Government has increased very substantially over the past decade. The details of how funds have become available and the specific directions of these Commonwealth Government initiatives will be considered in the paragraphs that follow. It is important to note, however, that the entry of the Commonwealth Government into the field of education has required that the State should develop safeguards against domination by the Commonwealth Government of policy in particular educational sectors. The entry of a second provider has also enabled persons working within a particular sector to play off State against Commonwealth in an attempt to obtain increased grants. If the State is to maintain the control over education in all sectors that it has traditionally held, then it needs to develop a coherent state policy with respect to Commonwealth Government initiatives and priorities. Since these Commonwealth Government initiatives come from a variety of instrumentalities and sometimes from a variety of Commonwealth Government departments, including the Departments of Education, Social Security, and Employment and Youth Affairs, the need to develop coherent state policies is even greater than it would otherwise be. Nevertheless, it is clear that the different Ministers of Education in this State, who have been in office over the past decade, have not developed mechanisms that would enable them to prepare coherent and unified policies for education within the State. There is not an agency or a body with special expertise and responsibility to prepare, in relation to Commonwealth policies, an overall state policy on education.

2.15 The Commonwealth Government instrumentalities seek to influence state educational policies in a variety of ways. Using the field of technical

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14 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 487-488.

and further education as an example, there are the Commonwealth programs which are administered directly by the TAFE Council which have as their objective the general improvement of the quality of the state system. Secondly, there are certain programs such as those in the field of transition education where the Commonwealth seeks to stimulate a major shift in emphasis in the educational programs available for youth. Finally, there are programs conducted by a state department under contract, for example the Education Program for Unemployed Youth conducted by the Department of Further Education for the Commonwealth Department of Education, that are designed to fulfil a particular need. Each of these three Commonwealth Government strategies is different in kind, each requires a different type of response from the state educational authorities. However, such strategies and programs influence the different educational sectors in different ways, and there is clearly a lack of a unified response by the State to the diverse initiatives of the Commonwealth. An agency acting within the State to co-ordinate and integrate responses to Commonwealth initiatives would appear to be urgently needed.

2.16 One of the initiatives of the Commonwealth Government in the years from 1972 onwards was the support of pre-school and child care programs. Initially some such programs were to be provided for through a Children's Commission linked to the Commonwealth Department of Education. This approach was abandoned and an Office of Child Care was established that was within the Department of Social Security. The provision of support for the recurrent expenditure of pre-schools from this source rose to a peak in the 1976-77 financial year when 71 per cent of recurrent expenditure was provided by the Commonwealth. Subsequently it has fallen both in real and current value terms at a time of rapidly rising costs to approximately 28 per cent of total expenditure in 1979-80. Likewise the provision for capital funding for pre-schools from Commonwealth Government sources has fallen very significantly since 1974-75. In so far as support for other early childhood care and health programs has been concerned, the contribution of the Commonwealth Government is being maintained. However, there is a growing preference on the part of the Office of Child Care to fund centres in the States directly thus bypassing the state instrumentalities responsible for the co-ordination and development of early childhood, health education and welfare programs. The pattern of Commonwealth Government involvement in the pre-school field over the past seven years would appear to have been to promote and initiate development by providing both capital and recurrent costs, and then gradually to withdraw support for the maintenance of such programs, requiring each State Government to continue to fund the work or to face criticism for abandoning the services. The State Government while appreciative of initial support would tend to

hold strong reservations about being drawn into programs which might not have attracted such strong support if they had not in the first instance been supported from Commonwealth Government funds. What would appear to be needed is a critical analysis and evaluation of Commonwealth Government initiatives both at the time they are first offered and at successive stages in their implementation. The Minister of Education in South Australia would appear to lack a means by which such analysis and assessment might be provided for him, that would not just consider one section of education, but would also examine the ramifications of the proposed initiatives for the whole of the education portfolio.

2.17 The seven years from 1973 to 1980 have been associated with marked changes in the education scene across Australia. Following election of a new Commonwealth Labor Government in December 1972, an Interim Committee for the Australian Schools Commission was appointed ten days later. This Committee reported back in May 1973 and the Schools Commission was established in December 1973. As a consequence considerable sums of money were provided for education from the beginning of January 1974. The links between the Interim Committee and South Australian education were close. The Chairman of the Interim Committee was Emeritus Professor P.H. Karmel who had reported on Education in South Australia three years earlier. A major contributor in the writing of both reports was Mrs Jean Blackburn and a leading member of the Interim Committee was Mr A.W. Jones, the Director-General of Education in South Australia. The South Australian Department experienced no difficulties in working with the Schools Commission, probably because the initiatives proposed by the Interim Committee and by the Commission itself were consistent with the directions in which education in South Australia was already moving as it followed the recommendations of the Karmel Report of 1971.

2.18 The Interim Committee for the Australian Schools Commission had been required by its terms of reference to:

> make recommendations... as to the immediate financial needs of schools, priorities within these needs, and appropriate measures to assist in meeting these needs.[15]

In addition, in the Act relating to the establishment of the Schools Commission, the Commission was charged with:

> providing increased and equal opportunities for education in government and non-government schools

and, in particular, in the exercise of its functions, it was to have regard to:

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15 Interim Committee for the Australian Schools Commission (Chairman: P.H. Karmel), Schools in Australia, Report of the Interim Committee. Canberra: AGPS, 1973, p. 3.

> the needs of disadvantaged schools and of students at disadvantaged schools, and of other students suffering disadvantages in relation to education for social, economic, ethnic, geographic, cultural, lingual or similar reasons.[16]

In developing programs, the Interim Committee saw the need for both a minimum quantity and quality of resources in schools and for meeting the needs of individual pupils, defined by the extent of the cognitive, physical, social or economic disadvantage suffered by these pupils. In accordance with these two dimensions of need, the Committee recommended a range of programs in seven broad areas:

1 General Recurrent Resources,
2 General Buildings,
3 Primary and Secondary Libraries,
4 Disadvantaged Schools,
5 Special Education,
6 Teacher Development, and
7 Innovation.

Several of these areas were closely linked with recommendations made in 1971 in the Karmel Report Education in South Australia approximately two and a half years earlier. The provision of increased funds for General Recurrent Resources would allow reductions in class size, increases in ancillary staff and the equipment necessary for modern educational practice. The General Buildings Program would provide the upgrading of facilities in school buildings, quiet work areas for staff, interview rooms, a building which could be used as a hall or gymnasium, and landscaped outdoor areas. The Primary and Secondary Libraries Program would enable the building of new library and resource centres, the employment of trained librarians and library aides and the purchase of equipment for resource centres. The Disadvantaged Schools Program would enable schools to provide greater equality of opportunity at the school level and to provide special programs for students of ethnic and Aboriginal backgrounds. The Special Education Program would provide improved psychological services, improved training for working in the special education field and teacher aides for special classes. The Teacher Development Program would provide opportunities for the continuing education of teachers and for the organisation of further education for teachers. These six major programs of the Schools Commission were clearly foreshadowed by the report on Education in South Australia. A delay would have been expected in the implementation of many of the recommendations listed above in relation to these six programs, because resources and trained staff would not have been immediately available. The increased funding that flowed from the Schools Commission's programs enabled some of these recommendations to be introduced ahead of time and more fully than

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16 Schools Commission Act 1973 (No. 213), p.7.

would otherwise have occurred. Only the seventh program - the Innovations Program - was not anticipated in the 1971 Report. Nevertheless, the climate of change was sufficiently far advanced in 1974 and 1975 to enable schools in South Australia to profit from the financial encouragement given by the program to undertake new initiatives. More so than any other State, South Australia was in an excellent position as a result of the Committee of Enquiry into Education in South Australia to benefit to the full from the programs of the Schools Commission.

2.19 The Commission in its first seven years wrought marked changes to Australian education and made possible many of the developments that had been recommended and envisaged for education in South Australia. By 1979, the targets established in 1973 for Australian schools would appear to have been met.[17] The educational services of the nation at the school level, which had been severely restricted, had been greatly enhanced, and perhaps it could be argued the involvement of the Commonwealth in education at the school level was no longer required to the same extent as had been necessary in 1973.

2.20 The Commonwealth Government through the Schools Commission had not only injected new funds into education during the years 1973 to 1980, but the Commission had also advocated new policies and practices. The values and perspectives advanced by the Interim Committee in 1973 were developed and promulgated in the years that followed. These stated values and perspectives are listed briefly here because of the impact that they have had on thinking about education in Australia as a consequence of the programs of the Schools Commission:

1. devolution of responsibility to schools with less centralized control over the operation of schools;
2. equality, with attempts made to compensate to some extent through schooling for unequal out-of-school situations;
3. diversity in relation to a search for forms of learning and of relationships between teachers and pupils that are appropriate to social and individual needs;
4. right of choice for parents to educate their children outside of government schools; and
5. community involvement in education through direct community participation in the governance of schools.[18]

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17 Australia, Schools Commission Report for the Triennium 1979-81, Canberra: AGPS, 1978, p. 29, and Commonwealth Department of Education, Progress in Education 1980-81, Canberra: The Department, 1980.

18 Interim Committee for the Australian Schools Commission. 1973, op. cit., pp. 10-15.

2.21 South Australia, perhaps more so than any other Australian State, has sought to translate these values and perspectives into policies and practices that have changed the ways in which schools within the State function. It is not possible in the space available in this report to list all the changes that have occurred in policy and practice within South Australia in the past seven years and to show how they relate to one or more of these five values and perspectives. However, the well-known 'freedom and authority' memorandum issued[19] is consistent with the principle of devolution of responsibility to schools. The establishment of school councils, with strong community involvement, and the delegation of responsibility for the spending of monies to such councils are in keeping with a principle of increased community involvement in education. The right of choice offered to parents, not only in the type of school in which they might wish their child to be educated, together with the provision of government grants to reduce the fees that would need to be charged, but also the removal of zoning constraints on attendance at a government school, is consistent with the fourth of the principles set out above. The recent development of pre-schools in disadvantaged and isolated areas by the Education Department to ensure that compensatory programs are available to all children during the years of early childhood, together with special disadvantaged schools programs, endorse the second principle of greater equality. Finally, the freedom provided to teachers and schools to diversify their curriculum offerings in the search for new forms of learning indicates recognition of the importance of diversity in the provision for education to ensure that both social and individual needs are met in appropriate ways. The Committee does not pass judgment on the success or otherwise of these initiatives, but at this point merely draws attention to the fact that they are consistent with the perspectives and values advanced by the Interim Committee for the Australian Schools Commission.

2.22 One major change in the administration of education in South Australia that has been introduced without a clear recommendation from the Karmel Committee has been that of a policy of decentralization and regional administration of schools. In 1966, a proposal to establish educational regions in South Australia was prepared. In part, this policy of decentralisation was considered to be an 'administrative expedient' but it was also argued that it would provide greater opportunities for the exploitation of local initiative.[20] In planning to decentralise the administration of the Education Department,

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19 A.W. Jones, Freedom and Authority in Schools, Education Department internal memo to Heads of Departmental Schools, August, 1970.

20 L. Dodd, A Proposal to set up Educational Regions in S.A., 1966, p. 40.

Regional Offices were established in Mount Gambier and Whyalla, two areas well remote from Adelaide. Nevertheless, in 1971, the Committee of Enquiry into Education in South Australia had some reservations about the desirability of such decentralisation:

> We see little advantage in regional offices which act merely as an extra link in the administrative chain. We envisage the main functions of the regional offices as providing educational leadership and advice, promoting a unified approach to education at primary and secondary levels and advising the central administration on the allocation of resources to the region and on necessary future developments there.[21]

In conclusion, the Committee did not recommend general reorganisation into regions, but suggested that the ideas for regionalisation should be tried out on a pilot basis. It would seem from the information available to this Committee, that a report prepared in 1975 on Reorganisation envisaged the Regional Directors undertaking a fairly comprehensive set of tasks in relation to a functionally organised Central Administration.[22] Gradually an effective balance in duties and responsibilities between the Central and the Regional Offices has been worked out.

2.23 Over a period of approximately a decade the policies and practices associated with decentralisation from the Central Administration to Regional Offices have been implemented. This has occurred in the absence of a strong recommendation from the Karmel Committee. Unfortunately, it would appear to have occurred without a detailed investigation of the costs of administration through a mediating regional office, and with little attempt being made to evaluate the effectiveness of decentralisation. It was essential that the present Committee of Enquiry should examine critically the benefits of regionalization, before expressing a view on whether it should be retained and further developed or whether it should be abandoned.

Trends in the Costs of Education

2.24 The developments that have taken place in education in South Australia, which have flowed from the report Education in South Australia published by the Committee of Enquiry in 1971 and from the report Schools in Australia prepared by the Interim Committee for the Australian Schools Commission, coupled with the allocation of significant funds by the Commonwealth Government to pre-schools and schools in South Australia, have been accompanied by a very substantial increase in state expenditure on education. Table 2.1 records the recurrent expenditure within the State from recurrent funds on the provision of pre-school, school and technical and further education programs over the

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21 Committee of Enquiry into Education in South Australia op. cit., 1971. p.472.

22 T.M. Barr, (Chairman), Report on Reorganisation of the Education Department of S.A. S.A. Education Department Reorganisation Committee, 1975.

Table 2.1 Recurrent Outlays from State Funds on the Education Sectors in South Australia from 1969-70 to 1978-79
($ million)

	Recurrent Outlay on Education			Total State	Proportion of Total State Outlays spent in each Sector (%)		
	Pre-school[b]	Schools[c]	TAFE	Recurrent Outlays	Pre-school[b]	Schools[c]	TAFE
1969-70	0.7	56.1	3.8	201.0	0.3	27.9	1.9
1970-71	0.8	67.6	4.7	241.1	0.3	28.0	1.9
1971-72	1.2	86.0	6.4	287.7	0.4	29.9	2.2
1972-73	1.4	96.6	8.3	336.2	0.4	28.7	2.5
1973-74	1.7	123.4	11.2	399.9	0.4	30.9	2.8
1974-75	1.9	166.2	14.3	519.1	0.4	32.0	2.8
1975-76	2.1	209.1	19.5	645.6	0.3	32.4	3.0
1976-77	2.9	247.4	25.7	737.6	0.4	33.5	3.5
1977-78	5.5	284.9	30.7	881.6	0.6	32.3	3.5
1978-79	8.1	311.5	34.0	948.4	0.9	32.8	3.6

Source: Derived from data supplied by the South Australian Treasury Department
Notes:
[a] Outlays do not include payments from Commonwealth Specific Purpose Funds.
[b] Includes Child Care programs.
[c] Includes grants to non-government schools.

years 1969-70 to 1978-79. The late 1960s were critical years for Australian education. A Unesco seminar on planning for education in Australia was held in 1968, and a report was published in 1970.[23] It was argued at the seminar that the needs of Australian schools were urgent and that, unless adequate finance was made available, the consequences for Australia as a whole would be extremely serious. The Australian Education Council early in the next year determined that each State should undertake a survey of its school needs. Although the document that was prepared was in many respects unsatisfactory, with only a summary statement being published under the title Nationwide Survey of Educational Needs[24], no immediate action was taken by the Commonwealth Government during the years 1970 to 1972 to meet these needs. Only after the establishment of the Schools Commission did significant funds flow from the Commonwealth Government to the States to assist with overcoming some of the more serious deficiencies in schools both across Australia and in the State of South Australia.

23 G.W. Bassett, Planning in Australian Education: Report of a Seminar on Educational Planning, Hawthorn, Victoria: ACER, 1970.

24 Australian Education Council, Nationwide Survey of Educational Needs, Sydney: New South Wales Teachers' Federation, 1970. (reprinted)

2.25 While increased expenditure on education over the decade from 1970 to 1980 would appear to have been justified, it is necessary to consider the proportion of recurrent expenditure that a State can afford to spend on education. Moreover, since approximately 20 per cent of the State's total expenditure is used directly on the payment of the salaries of teachers within the Education Department, it is not surprising that such a substantial item should attract comment. It would appear desirable that some principles for the funding of education at its different levels and across the State as a whole should be developed, debated and agreed on so that effective planning might occur. Yet there is no forum outside the State Parliament where these issues might be debated. It is evident that a high proportion of the total expenditure on education is linked to the salaries and salary-related costs of personnel working at different levels and in different areas within the educational system. Consequently it would seem necessary to examine critically expenditure on salaries of staff of different kinds and performing different functions in the educational sector, if any reallocation of resources were to be considered either within the educational system or across the different areas of operation within the total state budget. One area that has come under review recently by the Public Accounts Committee of the South Australian Parliament in its investigation of expenditure in the Education Department and the schools is that of the Central Administration in relation to the Regional Offices. Attention was drawn to the heavy expenditure within the Central Administration incurred by the Curriculum Directorate with a staff of nearly 550 persons and with curriculum committees that met regularly and that involved approximately 600 persons, the majority of whom were teachers released for short periods from their duties within schools.

2.26 Moreover, since a significant proportion of the expenditure incurred by the State on education is concerned with teachers' salaries and since the number of teachers employed is directly related to the crude index of pupil/teacher ratio, it is of interest to examine the extent to which pupil/teacher ratios both within South Australia and across Australia have changed over the decade from 1970 to 1980. In Table 2.2 information has been recorded on pupil/teacher ratios for both South Australian and Australian primary and secondary schools so that effective comparisons can be made both between South Australia and the rest of Australia and also between the primary and secondary sectors. It should be noted that Central Office and Regional Office staff have not been included in the data used for the compilation of Table 2.2. While the concern must be expressed that average pupil/teacher ratio is a questionable indicator of quality of schooling, particularly when averaged across a system containing a variety of school types, this index does provide in summary form information on expenditure on the provision of teaching staff

Table 2.2 Pupil/Teacher Ratios for Government Primary and Secondary Schools in South Australia and Australia for Years 1972 to 1980

	Primary Schools			Secondary Schools		
	S.Aust. Govt	Australian Government Schools		S.Aust. Govt	Australian Government Schools	
Year	Schools	Range	Mean	Schools	Range	Mean
1972	25.9	30.0 to 22.2	25.6	16.3	17.6 to 14.2	16.2
1973	24.3	28.7 to 22.5	25.0	14.9	17.8 to 13.3	15.4
1974	23.0	27.2 to 19.9	24.1	13.6	16.3 to 10.1	14.8
1975	22.7	24.3 to 16.9	22.6	13.2	15.2 to 11.1	14.2
1976	21.7	23.8 to 18.5	21.8	12.7	14.9 to 11.1	13.7
1977	20.0	23.7 to 16.7	21.1	12.4	14.4 to 10.7	13.1
1978	18.8	22.8 to 16.8	20.9	12.4	14.3 to 10.3	12.8
1979	18.3	21.8 to 18.3	20.3	11.8	13.8 to 10.6	12.3
1980	17.9	22.1 to 16.7	20.0	11.6	14.0 to 11.0	12.2

Sources: Schools Commission, Statistical Bulletin, September 1980
ABS (Canberra) for 1980 preliminary data on pupil and teacher numbers

in relation to the number of students within the schools. Other indicators are sometimes employed that take into consideration actual class size or the non-contact time available to teachers. In the examination of certain aspects of the teaching and learning conditions experienced by teachers and students in schools, these alternative indicators are commonly more appropriate. Nevertheless, it is apparent that in the decade under review the pupil/teacher ratios in South Australian schools have not only dropped rapidly in absolute terms, but have also dropped relative to the corresponding mean value of pupil/teacher ratio for government schools across Australia. It should be noted that in 1980 the pupil/teacher ratio for government primary schools in South Australia was below that for any other government school system and was bettered only by the Northern Territory.

Conclusion

2.27 The educational system of South Australia survived the strongest measures advocated by the Committee of Enquiry into Education in 1931, which reported 50 years after the Education Department was founded.[25] The reports of the Education Inquiry Committee which was established during the years of World War II were largely ignored, having an impact only in unexpected places.[26] However, the report of the Committee of Enquiry into Education in South Australia which was presented in 1971 transformed the face of education in the State.[27] Partly as a result of the establishment of the Schools

25 Committee of Enquiry into Education, First and Second Progress Reports, Adelaide: Government Printer, 1931.

26 Education Inquiry Committee, (Chairman: E.L. Bean), First Report, Adelaide: Government Printer, 1945. Special Report 1946. Final Report 1949.

27 Committee of Enquiry into Education in South Australia, 1971, op. cit.

Commission, partly as a result of the forward-looking policies during the early 1970s, and partly as a result of the highly professional attitudes of the teaching service which had been carefully built since the mid-1950s, the recommendations of the Karmel Committee for the provision of educational services in South Australia were in the main implemented and education underwent remarkable changes during the decade from 1971 to 1981. This Committee of Enquiry reporting exactly 100 years after the establishment of the Education Department endorses without qualification the major changes that occurred. The system is a flexible and vital one that would appear well able to provide educational services of a high quality. The very significant shortfall from the numbers of students predicted by the Committee of Enquiry in 1971 has enabled the system to use the resources available to improve greatly the conditions under which teachers work in pre-schools, schools and colleges of further education. The major issue facing the present Committee must be to develop strategies that are educationally sound and that will enable the pre-schools, schools and colleges to undertake certain new initiatives, through reallocating the resources that are set free by a reduction in enrolments within certain sectors of the educational system.

CHAPTER 3

TOWARDS THE FUTURE

3.1 Any attempt to predict what the future will bring is extremely hazardous. Nevertheless, any report that did not seek to identify possible changes of a demographic, economic, technological or social nature, and to consider the implications of these changes for the educational system, would fail to provide sound guidelines for action at any period other than the immediate present. With due recognition of the uncertainties involved, not only in forecasting future trends and developments, but also in foreseeing the influence of these trends on educational policies and practice, the Committee accepted the challenge imposed by the second term of reference.

Demographic Trends

3.2 In 1971, when the Committee of Enquiry into Education in South Australia issued its report Education in South Australia, the total enrolment of students in government primary schools had already reached a peak. The peak level of enrolments in government secondary schools was reached a few years later in 1975. That Committee had in its projections of primary school enrolments assumed that a plateau would be experienced in the total primary school enrolments over the early 1970s with a marked rise in the years that followed. Likewise, for total secondary school enrolments the Committee predicted a steady rise in enrolments throughout the 1970s.

3.3 These projections were so far in error over the relatively short period of a decade, and the consequences of such significance for educational planning, that a more detailed examination of the factors involved is required before any attempt is made by the present Committee to predict for the future. While the uncertainties in making sound estimates of a school population must be acknowledged, the repercussions of failing to develop appropriate plans are of considerable educational and political significance. In Table 3.1 the numbers of students in 1000s enrolled in government and non-government primary and secondary schools have been recorded for the years from 1963 - when consistent Australia-wide figures were first presented - to 1980. Students in special schools have been included with either primary or secondary school enrolments as has been considered appropriate, and thus, while the separation of students into primary and secondary school categories is somewhat artificial, it does nevertheless allow enrolment trends to be examined in a slightly more meaningful way than would be permitted from a consideration of total enrolments only.

Table 3.1 Enrolments in Government and Non-Government Schools at both Primary and Secondary Levels in South Australia for Years 1963 to 1980 and Projected Enrolments to 1990

Year	Primary School Enrolments '000				Secondary School Enrolments '000			
	Govt Schools	Non-govt Schools	All Schools a	Karmel Projections b	Govt Schools	Non-govt Schools	All Schools d	Karmel Projections e
1963	138.1	24.7	162.8		48.1	12.4	60.4	
1964	142.4	24.8	167.2		52.2	12.9	65.1	
1965	146.7	24.9	171.5		56.0	13.0	69.0	
1966	151.5	24.4	175.9		58.9	13.0	71.9	
1967	154.0	23.8	177.8		63.1	13.5	76.5	
1968	155.3	23.0	178.4		66.7	13.6	80.3	
1969	156.8	22.3	179.1	178.6	69.3	14.2	83.5	83.6
1970	156.9	22.7	179.7	179.6	71.9	14.6	86.5	87.2
1971	156.5	22.9	179.3	179.7	75.0	15.0	90.0	90.9
1972	154.9	22.5	177.3	178.8	77.9	15.2	93.2	94.9
1973	152.4	22.2	174.6	178.6	79.0	15.8	94.8	98.9
1974	152.9	22.4	175.3	179.2	79.6	16.5	96.1	102.8
1975	152.0	22.5	174.5	180.9	82.7	16.8	99.6	106.2
1976	151.5	22.2	173.7	184.0	82.1	17.1	99.2	108.6
1977	152.1	22.4	174.4	188.5	81.1	17.1	98.2	110.3
1978	150.0	22.4	172.3	194.3	80.5	17.1	97.6	111.2
1979	146.8	22.6	169.4	201.6	77.7	17.4	95.1	111.4
1980	142.3	22.6	165.6	209.6	76.4	17.8	94.2	111.5
Projected Enrolments			c				f	
1981	139.6	22.5	162.1	217.4	73.8	17.6	91.4	112.9
1982	135.4	22.3	157.7		73.7	17.6	91.3	
1983	130.7	22.1	152.8		74.0	17.6	91.6	
1984	126.1	21.8	147.9		74.5	17.6	92.1	
1985	122.4	21.6	144.0		73.8	17.6	91.4	
1986	119.2	21.8	141.0		72.1	17.6	89.7	
1987	118.4	21.8	140.2		69.3	17.6	86.9	
1988	119.9	21.9	141.8		66.2	17.6	83.8	
1989	123.0	22.0	145.0		63.2	17.6	80.8	
1990	126.2	22.2	148.4		60.5	17.6	78.1	

Sources: ABS Cat. Nos 4202.0 and 4202.4 (actual enrolments)
Committee of Enquiry into Education in South Australia, 1971, op. cit., Table A.29, p. 592 (Karmel projections)
Education Department of South Australia (Projections to 1990)

Note: Some row totals differ from the sum of components due to rounding.

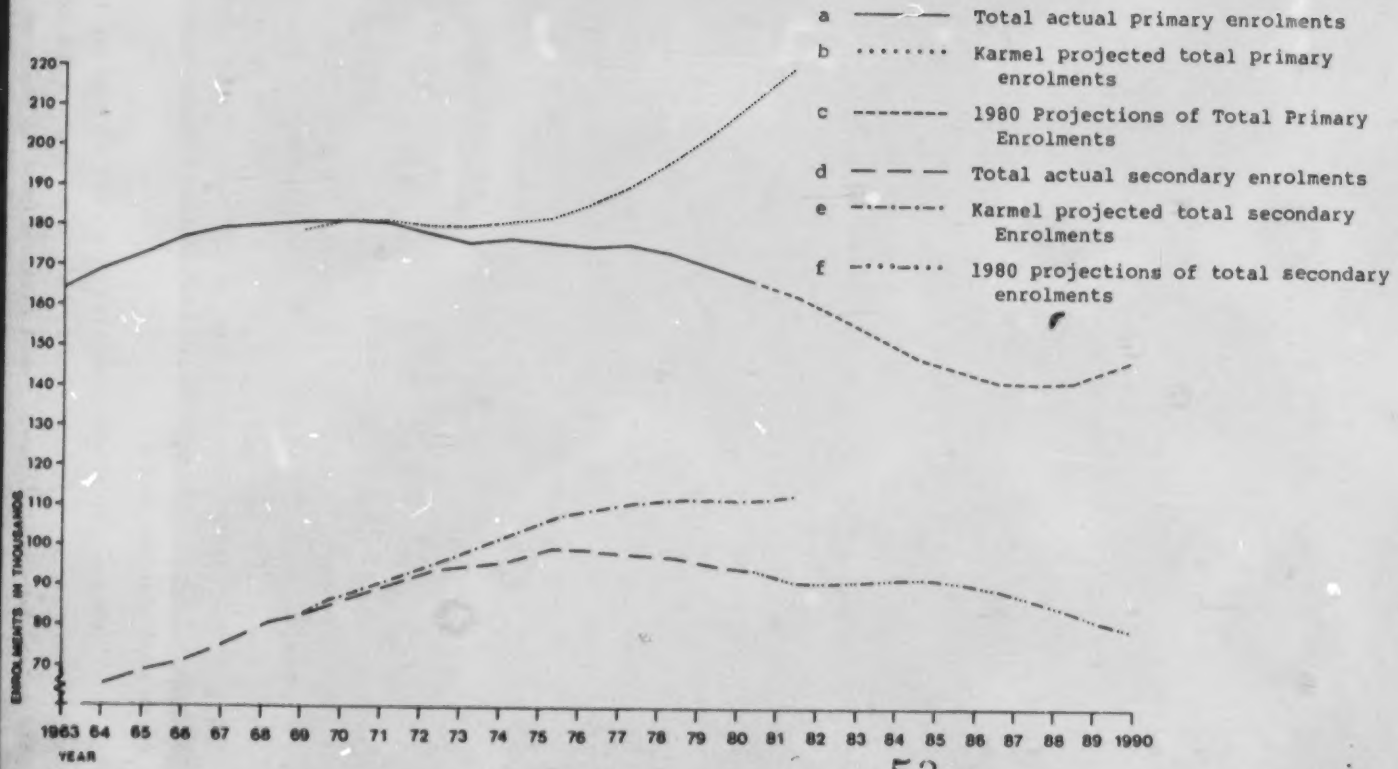

Figure 3.1 Enrolments and Projected Total Enrolments in South Australian Schools for Years 1963 to 1990

3.4 To assist with the interpretation of the statistics recorded in Table 3.1, graphs have been presented in Figure 3.1 to show the recorded changes and predicted trends in enrolments. The information used in the drawing of the graphs has been recorded in columns labelled (a) to (f) corresponding to the items listed below:

(a) total actual primary school enrolments for years 1963 to 1980;

(b) projected primary school enrolments for years 1969 to 1981 by Karmel Committee in 1971;

(c) projected primary school enrolments for years 1981 to 1990 from Education Department projections;

(d) total actual secondary school enrolments for years 1963 to 1980;

(e) projected secondary school enrolments for years 1969 to 1981 by Karmel Committee in 1971; and

(f) projected secondary school enrolments for years 1981 to 1990 from Education Department Projections.

3.5 The information recorded in Table 3.1 indicates that enrolments in non-government primary schools have declined slightly over the years from 1963 to 1980 remaining largely constant over the past decade. Enrolments in non-goverment secondary schools have risen significantly over this period and are continuing to rise at the present time presumably as a consequence of a rising holding power of the schools. There is no evidence in the South Australian figures recorded in Table 3.1 for the suggestion that there has been a marked swing in enrolments away from government schools towards non-government schools. The simplest interpretation of the available figures is that the non-government schools have not experienced, as yet, a decline in enrolments arising from a decline in the size of the school-age cohorts of children. At the present time they are experiencing a slight growth in actual numbers of students.

3.6 At both the primary and secondary school levels the enrolment projections made by the Committee of Enquiry into Education in South Australia in 1971 have been in error. For the coming year 1981, it would appear that the Committee predicted at the primary school level one-third as many students again, and at the secondary school level one-fifth more students than are now expected to be present in South Australian schools. These are very substantial differences between the projected numbers and the actual numbers over a period of no more than ten years.

3.7 Whereas the Karmel Committee predicted a situation in which there were continuing increases in enrolments in both primary and secondary schools, the actual enrolment figures reveal over the past 15 years an initial rise

Table 3.2 Total Fertility Rates for Australia and South Australia for Years 1947 to 1979

Year	Total Fertility Rate			Total Live Births	Abortions	
	Aust.	S. Aust.	% Diff.	S.Aust.	Total S.Aust.[a]	No./1000 Births[a]
1947	3.08	3.22	+ 4.5	16,317	-	-
1954	3.19	3.39	+ 6.3	18,227	-	-
1961	3.55	3.75	+ 5.6	22,399	-	-
1966	2.88	2.84	- 1.4	20,362	-	-
1970	2.85	2.75	- 3.5	22,617	1,330	59
1971	2.95	2.71	- 8.1	22,996	2,519	110
1972	2.70	2.49	- 7.8	21,844	2,672	122
1973	2.44	2.21	- 9.4	20,407	2,833	139
1974	2.34	2.10	-10.3	20,181	2,852	141
1975	2.17	2.03	- 6.5	19,986	2,916	146
1976	2.08	1.89	- 9.1	18,947	3,219	170
1977	2.04	1.89	- 7.4	19,260	3,590	186
1978	1.98	1.79	- 9.6	18,558	3,819	206
1979	1.94(P)	1.76	- 9.3	18,478	3,906	211

Sources: South Australian Year Books
ABS Cat. No. 3301.4
Note: [a] Statistics not collected before December 1969

in enrolments followed by a steady decline. Since the aggregate demand for increased facilities and services that was envisaged by the Committee has not taken place, it is evident that, in some regions and in some schools within South Australia, there are facilities that are no longer being used to the full as the numbers of students in those regions and schools have declined.

3.8 It is of some interest to identify reasons for the discrepancies that have occurred between the projected enrolments and the actual enrolments in South Australia over the period from 1971 to 1981. Four different factors influence school enrolments: the birth rate, net overseas migration, interstate migration, and participation rates. Each of these factors will be considered in turn and its influence on enrolments over the past decade examined. The last-named factor is only of significance for school enrolments with regard to those children whose age is outside that of the years of compulsory schooling.

3.9 Changes in Fertility Rates.

The last two decades have been accompanied by a dramatic decline in fertility within South Australia. In Table 3.2 information on the total fertility rates for Australia and South Australia are recorded for the census years to 1971 and for each successive year beyond that time. In addition, the total number of live births in each year has been recorded. It should be

recognised that if a population is going to replace itself the total fertility ratio needs to exceed 2.115. In South Australia, the total fertility ratio has been below this critical level since 1974, but because of age structure effects the marked decline in the total fertility ratio has produced only a gradual fall in the total number of live births in South Australia. It will be seen in Table 3.2 that there has been a significant drop in live births over the past decade, but the number of births still exceeds that recorded 25 years ago in South Australia.

3.10 It should be noted from Table 3.2 that during the years following World War II the total fertility ratio in South Australia exceeded that for the rest of Australia. However, over the past 15 years it has gradually fallen significantly below the level reported for the rest of Australia. The explanation of this difference between South Australia and the other Australian States is not a simple one, but is thought to be associated with a high degree of urbanization in the State and the low representation of Roman Catholics in the State. It has been suggested that the legalisation of abortion in South Australia in the early 1970s is of some consequence, and the increase both in the total number of recorded abortions over the past decade and in the number of recorded abortions for each 1000 births have been presented in Table 3.2. Changed attitudes to childbirth and family life, coupled with the legal and technical means to limit unwanted births and general acceptance of those means, undoubtedly contributed to reduced fertility rates. These changes are, however, consistent with other aspects of societal change that have occurred during the past decade.

3.11 It is possible that the reported low values of the total fertility ratio over the years since 1974 are associated with a postponement of child bearing by many of the women who were born in the immediate post-war years. If this were so then an upswing in births might be expected in the foreseeable future. Nevertheless, it would seem unlikely that the total fertility ratio for South Australia would exceed the replacement level of 2.115 or that any fluctuation associated with postponement of child birth would change in a substantial way the number of children being born in South Australia over the next decade.

3.12 Changes in Migration

Migration is the least certain of the processes influencing population growth within a State or region and thus school enrolments. It is affected, in the main, by both economic fluctuations and by governmental policies. In any predictions of the school population in South Australia, migration policies and practices must be considered to be a dominant factor. While South Australia's share of the national population is approximately 9.0 per cent,

Table 3.3 Net Number of Migrants in Australia and South Australia for Years 1967 to 1980 (calendar years)

Year	Net Number of Overseas Migrants			Net Interstate Migration	Total Net Migration Gain
	No. in S. Aust.	No. in Australia	% S. Aust. of Aust.	(Est.)	(Est.)
1967	9,722	96,558	10.1	- 5,732	+ 3,990
1968	9,712	123,452	7.9	- 2,718	+ 6,994
1969	11,882	140,331	8.5	- 4,830	+ 7,052
1970	13,085	138,382	9.5	- 2,181	+10,904
1971	9,551	103,553	9.2	- 3,790	+ 5,761
1972	5,223	56,320	9.3	- 3,310	+ 1,913
1973	6,358	67,493	9.4	+ 654	+ 7,012
1974	6,521	87,248	7.2	+ 9,757	+16,278
1975	- 341	13,511	- 2.6	- 6,080	- 6,421
1976	395	25,013	1.5	+ 2,895	+ 3,290
1977	2,758	54,778	4.9	+ 2,824	+ 5,582
1978	852	51,623	1.7	- 2,383	- 1,531
1979	1,809	69,020	2.5	- 4,777	- 2,968
1980[a]	3,378	76,938	4.4	- 6,919	- 3,541

Sources: ABS Cat. No.3101.0 and ABS (Canberra)

Note: [a] 1980 data is for year ending 30 June 1980.

its share of overseas migrants over the past five years has been substantially below this level. In Table 3.3 information on the net number of migrants arriving in South Australia and Australia from overseas is recorded for the years 1967 to 1980.

It will be clear that, until 1974, South Australia took its share of overseas migrants, but since that time has been unable to attract substantial numbers. It is estimated that approximately one third of the overseas migrants arriving in Australia are less than 15 years of age and, until 1974, the arrival of overseas migrants was contributing significantly in this State to an increase in the school-aged population, and thus to the numbers enrolled at school. The rise in net interstate migration in 1974 was associated with the cyclone which struck Darwin in late 1974. Corresponding perturbations will be observed in all South Australian school enrolments. It should be noted that the rise was followed by a fall in the following year.

3.13 In making future projections for the South Australian population, the Australian Bureau of Statistics has estimated that each year the net overseas migration into the State will be 3,500 persons, representing 6,800 permanent arrivals and 3,300 permanent departures out of an assumed 50,000 net intake of migrants across Australia. However, while the current level of net overseas migrant intake is well in excess of this figure, the population settling in South Australia is currently well below the expected number of

3,500 persons. Moreover, policies that would lead to a substantial increase in the numbers of overseas migrants settling in South Australia have not been declared. Thus an estimate of 3,500 persons for the net overseas migrant intake into South Australia each year must be considered extremely dubious.

3.14 Interstate Migration

Interstate migration is difficult to estimate, because the only information available on interstate changes of addresses that is available comes from the Department of Social Security and the Commonwealth Electoral Offices. In Table 3.3 the estimates obtained for the calendar years 1967 to 1980 are recorded in column 4. Over the period of 14 years, with the exception of the rise that was associated with the cyclone in Darwin in 1974, South Australia has generally lost persons to the other Australian States. The slight gains that occurred in 1976 and 1977 are of some interest, since the origins of this rise are not immediately apparent. However, it is evident that there is a close relationship between interstate migration and economic trends and it is hence very difficult to predict the numbers that will move in and out of the State over the coming years.

3.15 The total net migration gain into the State in the past three years is seen to be negative and the average for the decade, excluding 1974, is substantially below the level of net migration assumed by the Committee of Enquiry into Education in South Australia of 10,000 persons per annum, and well below a lower value of 5,000 persons per annum considered by that Committee.[1] In part the substantial shortfall of students in South Australian schools can be attributed to the low levels of net migration gain during the past decade, which have resulted from the small numbers of overseas migrants settling in the State, and from the movement of people from South Australia to live in other Australian States.

3.16 School Retention Rates

Information on school retention rates has been recorded in Table 3.4, for males and females separately and for Years 10, 11 and 12. While in 1980 South Australia was above the Australian overall figures, it must be remembered that the State had a very high level of youth unemployment. It is of interest to note that, in 1980 at Year 11, the South Australian retention rates were substantially above the Australian overall retention rates at this grade level. The differences were smaller although still in excess both for Year 10 and Year 12. It should also be noted that over the 10 year period the holding power of the schools for male students, once substantially greater than for

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1 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp.564-565.

Table 3.4 School Retention Rates in South Australia for Years 10, 11 and 12 from 1970 to 1980

	Year 10			Year 11			Year 12		
Year	Males	Females	Total	Males	Females	Total	Males	Females	Total
1970	85.3	82.9	84.2	66.8	57.6	62.2	30.9	21.6	26.5
1971	86.1	85.3	85.7	72.3	61.2	66.9	34.9	24.3	29.8
1972	87.0	87.0	87.0	75.1	65.7	70.5	37.6	26.7	32.4
1973	85.1	86.7	85.9	71.9	68.2	70.1	37.2	28.6	33.0
1974	85.1	87.5	86.3	69.6	67.3	68.5	34.7	30.1	32.4
1975	86.1	89.1	87.6	72.5	71.6	72.1	37.6	34.4	36.1
1976	87.7	89.6	88.6	69.4	71.7	70.5	37.4	36.7	37.0
1977	86.3	90.4	88.3	68.5	74.1	71.3	34.3	37.0	35.7
1978	89.8	92.3	91.0	71.2	76.2	73.6	33.3	38.3	35.7
1979	88.8	93.5	91.1	71.9	76.3	74.0	34.6	39.3	36.9
1980	89.5	93.4	91.4	74.8	79.3	77.0	36.7	41.0	38.8
Aust. 1979	88.5	90.4	89.4	50.4	55.8	53.0	32.4	37.2	34.7

Source: Commonwealth Department of Education, Statistical Monograph No.3, July 1980

Note: Data recorded includes both government and non-government schools.

female students has remained relatively constant, while the holding power for female students has continued to rise significantly. The reasons for this shift are not immediately apparent, but could be associated with the questioning of sex role stereotyping, the greater liking for school expressed by girls, the lower level of employment opportunities for girls on leaving school, and the reluctance of many parents to see their daughters unemployed, while not having the same reservations as to whether their sons are unemployed or not. The gradual rise in retention rates of the Year 12 level over the past decade should be noted. In 1977 and 1978 it would have appeared that a plateau was being reached, but the further rises in 1979 and 1980 would seem to indicate that retention rates are not only influenced by the level of affluence in the community as has formerly been assumed, but also by the availability of suitable employment opportunities for youth. The slight decline in the participation rates for boys at Year 12 level from 1976 onwards would appear to suggest, however, the possibility that some boys of above average ability might be leaving school to obtain employment rather than continuing with their studies. While there is no firm evidence of such a trend, it would seem that many staff in schools believe a premature dropping out from school by relatively able male students has been occurring in recent years.

3.17 In order to predict accurately the number of student enrolments at the secondary school level, some assumptions must be made about the holding power of the schools in the State at the Years 10 to 12 levels. The Committee of Enquiry into Education in South Australia in 1971 made projections[2] on the

[2] Committee of Enquiry into Education in South Australia, 1971, op. cit., p.69.

assumption that, in 1975, 75 per cent of males and 67 per cent of females would continue at school to Year 11, and that 44 per cent of males and 31 per cent of females would continue to Year 12. These assumptions, made close to the time the report was prepared, were in error as will be seen from the information presented in Table 3.4. The holding power for male students fell below the expected values, but the holding power for female students exceeded them. However, for 1981 they based their projections on the assumption that 90 per cent of the male students and 85 per cent of female students would continue to Year 11, and 60 per cent of male students and 45 per cent of female students would remain to Year 12. These assumptions were seriously in error particularly for male students. The errors in the assumption have contributed in part to the shortfall in enrolments at the secondary school level from those predicted by the Committee in 1971, and it is of some interest to speculate on why the holding power of the schools at the upper secondary school level in South Australia and in Australia has not been sustained at the levels that the Committee, after a detailed examination of retention rates, would appear to have predicted. It should be noted, in passing, that the holding powers of the schools in many developed countries similar to Australia - the United States, Canada and Japan - greatly exceed the levels which are currently found in this country.

3.18 Where the Karmel Committee projected for 1979 that 111,000 pupils aged 13-18 would be at school there were in actual fact only 86,352 such pupils.[3] Comparable figures for pupils aged 5-12 years are 207,700 projected and 177,869 actual.[4] The Karmel Committee concluded that the cessation of the very rapid growth in numbers of primary school pupils would

> afford an opportunity to the educational authorities of devoting their efforts to improvements in the quality of education instead of having to concentrate on quantity.[5]

Similar comment was made with respect to secondary education.[6] In the light of actual enrolments now shown to be substantially below those forecast, there might well exist the expectation that very substantial qualitative improvements have been achieved in both primary and secondary education. From many submissions received, both from schools and their staff, and from individuals, the Committee has been left with the impression that much is still to be achieved in the nature of qualitative improvements to children's schooling.

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3 Committee of Enquiry into Education in South Australia, 1971, op. cit., p.70.

4 ibid., p. 51.

5 ibid., p. 58.

6 ibid., p. 81.

3.19 It would appear that in making projections for enrolments in South Australian primary and secondary schools, the Karmel Committee made assumptions of four kinds that have proved to be incorrect. The projections involved assumptions that the total fertility rate would be maintained at a relatively high level, that South Australia would continue to attract its quota of overseas migrants on a pro rata basis to the total population, that South Australia would not lose significant numbers of its population through interstate emigration, and that retention rates at the upper secondary school level would continue to rise as they had done over the previous years. The consequences of these errors in projection were that an education system within the State was established at a level to support not only a larger school population than has in fact turned out to be the case in 1980, but also one that would continue to expand.

3.20 In presenting the projections that have been made for the next decade, the Committee is aware that assumptions similar to those made in 1970 by the Karmel Committee are again necessary. We must express some reservations about the level of net overseas migration that has been assumed in making these projections, particularly as this component is perhaps the most unstable of the processes influencing population changes at the state level, as well as being the component that is most readily manipulable by governments. We do not believe that more accurate estimates can be made at this time. However, since there is clearly, at the present time, a considerable degree of instability in the factors influencing total school enrolments, we consider it would be desirable that a thorough monitoring of changes associated with each of the four factors (total fertility rate, net overseas migration, interstate emigration, and retention rates at the upper secondary school level) should be maintained. These matters are considered further in paragraphs 5.17 to 5.20.

3.21 The Changing Age Composition

In the provision of educational services, changes in the age composition of the population are of considerable importance. It is essential to predict from the known data likely changes in the number of births, and so plan as accurately as possible for the provision of early childhood education, health and welfare programs. In addition it is desirable to predict the numbers of mature age students who would wish to enrol in university, advanced education and further education courses. In Figure 3.2, the South Australian age profiles for the census years 1961 and 1976 and the projected age profile for the year 2001 have been presented. It should be noted that as a consequence of the low levels of fertility and net migration from overseas a 'waist' has developed for the 0 to 4 age group in 1976, that is translated to the 25-29 age group in the year 2001. The consequences of this waist will be a likely reduction in the birth rate in the year 2001, because of the reduction in the

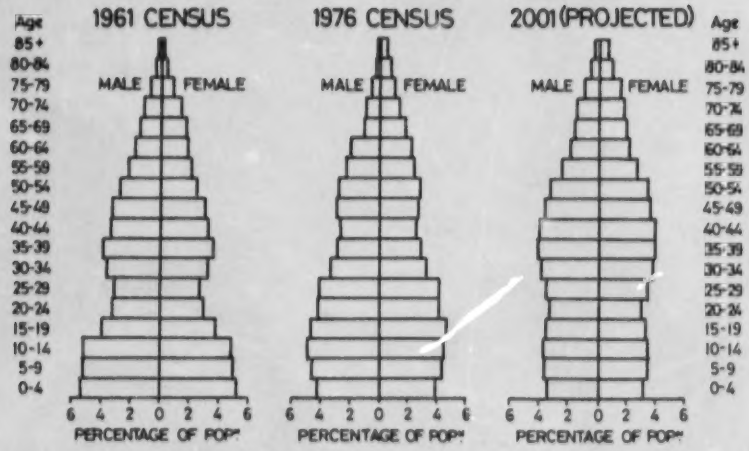

Figure 3.2 South Australia: Age Structure at the 1961 and 1976 Census and Projected Age Structure 2001. (Series A Projections with Migration).

Source: Australian Bureau of Statistics

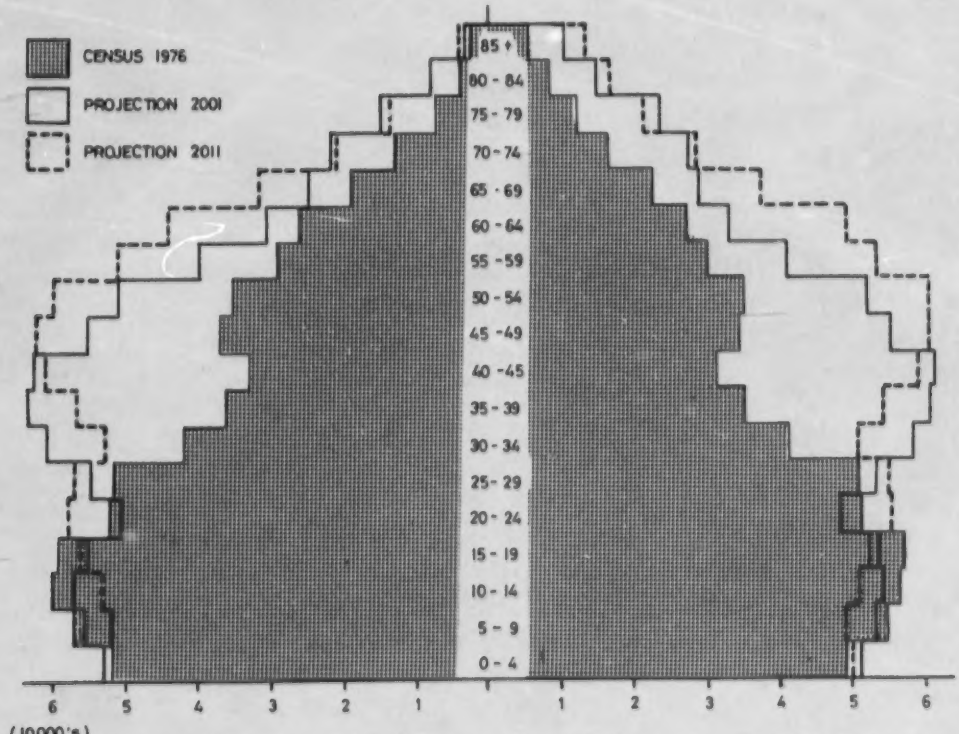

Figure 3.3 South Australia: Age Distribution 1976 and Projected Age Distribution 2001 and 2011.

Source: Australian Bureau of Statistics

numbers of persons who will be in their most probable child-bearing years. The full impact of the changes in the age structure shown in Figure 3.2 becomes evident in Figure 3.3 in which the actual numbers in the year 1976 and the projected numbers in the years 2001 and 2011 within each age band are superimposed. These projected profiles assume a net migration gain of 3,000 persons per year whereas a net gain of 3,500 persons has been assumed elsewhere in this report. However, both assumed values would appear to be highly optimistic for South Australia.

3.22 Two features of the overlayed age profiles recorded in Figure 3.3 should be noted. First, there will be a recognisable decline in the absolute numbers of children of school going age, from 5 to 19 years both for the year 2001 and for the year 2011, if the assumptions on which the projections are based continue to hold. It should be noted that this reduction in absolute numbers of children is in contrast with the projections for most other Australian States where differing degrees of increase are projected. The second feature of the superimposed age profiles is the very marked increase in the numbers of adults in the 25 to 54 years age bands for both year 2001 and year 2011. The consequences of these increases for universities and colleges of advanced education to provide appropriate courses for increasing numbers of mature age entrants cannot be gainsaid. However, of even greater significance, will be the increase in numbers of mature age persons in the 25 to 54 years age range who might wish to enrol in colleges of technical and further education, both for the purposes of retraining and for leisure education courses. It is necessary, however, to caution that the shape of the age profiles is extremely sensitive to changes in migration rates and that careful monitoring of fluctuations in migration rates within the State of South Australia will be necessary if resources are to be used as economically as possible.

3.23 It is also evident that, at all levels in the educational system, attention should be given to estimating as accurately as possible the participation rates in different types of educational institutions. Of particular interest will be the extent of participation by age in different types of courses in tertiary institutions, including the courses provided by colleges of technical and further education. However, participation rates in early childhood education programs before the age of entry to school at five years will also be of some importance. Changes and trends in participation rates at all age levels and in all types of educational institutions should be carefully monitored to ensure that effective planning can take place.

3.24 Related Social Changes

One item of information of considerable interest and importance emerging from the 1976 census was that 45 per cent of South Australians were living at an address different from that at which they resided five years earlier, in 1971. Moreover, 17 per cent of the population were living at an address which was different from that where they had resided one year prior to the census.[7] It is evident that the nomadic trend, well known in the United States for 30 years and more, has started to develop in Australia, with approximately one in six changing place of residence each year. This rate of population movement will tend to make planning for the delivery of educational services more complex than it has been in the past.

3.25 For more than 100 years there has been a gradual increase in the proportion of the population of the State residing in the Adelaide metropolitan area, together with a corresponding decrease in the proportions living in non-metropolitan or rural areas. However, in the last few years there has been a very slight decline in the proportion living in Adelaide. This trend away from living in the metropolitan region has not been as marked as that which has occurred in the United States, several European countries and Japan during the 1970s. Several factors would appear to be contributing towards this shift. First, a growing retired population is choosing to live in coastal and scenically attractive areas away from a metropolitan location. Secondly, with increasing affluence for some there is a trend to develop holiday homes in non-metropolitan localities and this is accompanied by the growth of services in those areas and the development of dormitory communities. Thirdly, some are choosing an alternative life style often in a rural community or on a farmlet, in preference to living in a city or its suburbs. Fourthly, deliberate attempts are being made, where possible, to decentralise industry and commerce, and developments in communications technology are making it less essential that many businesses be located in or near a large city. This trend is being accompanied by attempts by state government departments to regionalise and decentralise the provision of particular services. Finally, developments in the mining industry are leading to the establishment of new centres associated with large scale mining operations. Such changes in the pattern of living have considerable implications for the provision of educational services.

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7 ABS Cat.No. 3408.0, Internal Migration, 1980.

Economic Trends

3.26 The past decade has witnessed a decline in the economic fortunes of the State of South Australia. The drop in both the total fertility rate, and the net overseas migration rates, the increase in interstate emigration and the levelling off of retention rates can be attributed at least in part to a decline in the economic growth of the State. These changes have been recognised and efforts are being made by government instrumentalities in the State to remedy the situation. Nevertheless, solutions to these problems will only emerge in the long term. Moreover they will be retarded by the fact that the whole of Australia, and indeed much of the western world, are experiencing the consequences of a marked level of inflation, rising unemployment, and structural changes both in the workforce and the economy. In part, these changes in the Australian economy have resulted from the introduction of new technologies, increases in the production capabilities of South-East Asian countries, and from rises in the price of oil products.

3.27 In 1966, Professor P.H. Karmel in an analysis of expenditure on education[8] showed that the causes of an increase in expenditure on education from 1.7 per cent of gross national product in 1949 to a projected level of 4 per cent of gross national product in 1965 were a consequence of: (1) an increase in the size of the age group participating in education, which was 37 per cent more than the increase in size of the working population; (2) a growth in participation rates of 28 per cent; and (3) an increase in the standard of provision for education of less than 20 per cent. He forecast a further rise in expenditure as a percentage of gross national product from 4 per cent in 1965 to 5 per cent in 1975, basing his projections on changes in population, in economic growth and on further increases in participation rates. As a consequence of the intervention of the Commonwealth Government in 1973 the level of expenditure rose more rapidly than had been projected.

3.28 In early 1979, Professor B.R. Williams showed that the level of expenditure on education had increased to 6.5 per cent of gross domestic product by 1976. This further rise was a result of rises in the education participation rates from 1962 to 1976 of over 50 per cent, and an increase in the standard of provision by approximately 25 per cent, rather than of marked demographic changes over the period.[9]

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8 P.H. Karmel, Some Arithmetic of Education. In E.L. French (Ed.), Melbourne Studies in Education 1966, Melbourne: Melbourne University Press, 1966.

9 B.R. Williams, The New Arithmetic of Education. In S. Murray Smith (Ed.), Melbourne Studies in Education 1979, Melbourne: Melbourne University Press, 1979, p. 48.

3.29 Furthermore Williams showed that across Australia changes in the composition of the age structure of the population over the 20 years to the year 2000 would be accompanied by only small increases in the size of the age group participating in education (approximately 16 per cent). There are, however, very substantial projected increases in the size of the labour force of up to 60 per cent. If it were assumed that the rate of unemployment amongst adults in the workforce did not change markedly, and that modest annual increases of 1, 2 or 3 per cent in the gross domestic product were maintained, then there would be ample funds available for expenditure on education, without any increases in the proportion of gross domestic product being used for this purpose. Williams forecast a reduction in expenditure as a percentage of gross domestic product from 6.5 per cent in 1976 to 5.6 per cent in the year 2000, with significant increases in the standards of the education provided. It would seem desirable that there should be an increased provision of educational services to enable substantial numbers of those who are not gainfully employed to be profitably occupied in programs of both initial and further education and training. It would appear that adequate resources could be made available if a constant level of expenditure, 6.5 per cent of gross domestic product, were to be maintained.

3.30 Within the State of South Australia, the best available projections would appear to indicate a slight decline in the size of the school age population as a proportion of the population of the State, together with a substantial increase in the proportion of the age group in the workforce contributing to the productivity of the State. The challenge would appear to be, in the face of the changing composition of the workforce in the State, whether or not a sufficiently high level of employment can be maintained to ensure that resources are available to support educational services at an appropriate level.

Technological Developments

3.31 There is some confusion in the South Australian community about the advantages and disadvantages of promotion of technological change. No society can be immune from such change, and the repercussions of recent technological developments are already being experienced as computerised processes influence the clerical work being undertaken in banks and offices, and in other ways. We believe that new technologies will create employment, particularly if they are associated with the development of new products and the introduction of new processes. However, manufacturers in this State would need to maintain a competitive position relative to those in other parts of Australia and overseas. It is not possible for South Australia to insulate itself from overseas

influences, and if the introduction and development of new technologies are not encouraged in South Australia, the State will be placed at a competitive disadvantage in interstate and overseas trade.

3.32 The Committee of Inquiry into Technological Change in Australia, with Professor R.H. Myers as Chairman, examined the benefits and problems that arise from the introduction of new technologies.[10] With regard to the relationships between the advent of new technology and employment, the Committee concluded that:

> 1 there is a strong link between technological change and economic growth and thence higher incomes;
>
> 2 there are numerous unsatisfied public and private needs in the Australian community, for which people desire higher incomes;
>
> 3 satisfying the needs creates jobs, often in areas quite unrelated to the technological changes that generated the income that enabled the needs to be satisfied;[11]
>
> 4 the Australian community would be best served if industry, in general, keeps up with world technological development and where possible, in areas of particular advantage, attempts to lead.[12]

This Committee recognises that economic growth depends on change, and that change is required to extend opportunities for employment. Whilst most will gain, in the long term, from the introduction of technological change, there will be some who will suffer in the process. In developing a positive policy towards growth both in economic output and in employment, it is necessary to identify the conditions that promote innovation and that foster economic development.

3.33 This Committee endorses the conclusions of the Committee of Inquiry into Technological Change in Australia that:

> the long term ability of the Australian community to maximise the benefits of technological change and to minimise adverse consequences is crucially dependent on the provision of appropriate education and training for all members of the community.[13]

It is important to note that the Myers Committee recognised the need for appropriate education and training for all members of the community and not just for the more able who might be involved in the creation of technological innovations.

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10 Committee of Inquiry into Technological Change in Australia (Chairman: R.H. Myers), Technological Change in Australia, Canberra: AGPS, 1980.

11 ibid., p. 81.

12 ibid., p. 169.

13 ibid., p. 183.

3.34 The Myers Committee recommended that a greater emphasis should be placed on the teaching of science and mathematics at all levels of schooling if adequate numbers of persons were to receive appropriate training in science and technology. This would require a sufficient supply of well-trained teachers of science and mathematics. It was noted by this present Committee that in 1971 the Committee of Enquiry into Education in South Australia had recommended that a study should be commissioned into the supply and training of science teachers to determine what action would be most effective in attracting and holding well-qualified graduates in the field of science teaching.[14] To the best knowledge of this Committee a study to investigate these matters was never carried out. It is not suggested that there are particular deficiencies in the teaching of science and mathematics, and indeed the evidence available from testing undertaken in 1970 and 1978 is to the contrary and is probably indicative of teaching of a high quality in these areas in South Australia.[15] Nevertheless, from the submissions received by this Committee there would appear to be a marked lack of awareness of the recommendations of the Myers Committee in 1980, with regard to the importance of science and mathematics as prerequisite learning for working in a technological field. In addition the issues associated with the supply and training of science teachers that were raised by the Committee of Enquiry in 1971 appear to remain unresolved.

3.35 If the State of South Australia is to maintain a capacity to identify and use opportunities associated with technological innovation and development, then there is a need for the employment of persons with scientific training in positions of management, in commerce and industry. It will be the responsibility of the educational system as a whole in the State to provide the necessary personnel, and it is not sufficient to suggest that this is solely the task of the universities and the colleges of advanced education. While these tertiary institutions may provide part of a final stage in the training of such personnel, the primary and secondary schools must also be actively involved.

3.36 There is a related need for adequate supplies of technicians and persons with trade qualifications who must possess the skills relevant to technological change. This is also, in part, the responsibility of the schools together with the more direct involvement of colleges of technical and further education. At a time of relatively rapid change in technological development,

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14 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 104-107.

15 M.J. Rosier, Variation between Australian States in Science Achievement, IEA (Australia) Report 1973: 5, Hawthorn, Victoria: ACER, 1973, and M.J. Rosier, Variation between Australian States in Science Achievement, Hawthorn, Victoria: ACER, 1980.

it is essential that the colleges of technical and further education, in particular, but also the universities, colleges of advanced education and the upper secondary schools, remain capable of responding quickly to the need for new knowledge and new skills.

3.37 The rate of introduction of new technologies is likely to increase. As a consequence it will be necessary for persons whose employment requires a level of technical skill to undergo periods of retraining at successive stages in their lives. Retraining in certain skills is best undertaken by colleges of technical and further education. However for some more sophisticated skills, with which a substantial body of theoretical knowledge is associated, it will be necessary for the retraining to take place in colleges of advanced education and universities. Not only will employees need to recognise the necessity for such retraining, but employers will also need to acknowledge that it is in the best interests of their organisation to be employing staff with the necessary expertise. Consequently employers will need to establish conditions for the release of staff to engage in retraining while educational institutions will need to be prepared to introduce appropriate courses.

Social Changes

3.38 One of the complexities associated with the increased demand for a more sophisticated and skilled workforce, to ensure that maximum benefit is gained from the new technology, is the recent emergence of substantially less appropriate employment for a not insignificant number in our society who do not possess the necessary skills for more sophisticated work. These people, who amount to perhaps 10 to 20 per cent in our society, form what has been referred to by Husén as an 'educational under-class'.[16] It is comprised particularly of young people who, in the competitive climate of our schools, have failed successively to master many of the skills that are taught at school, and have thus failed to obtain and hold appropriate employment on leaving school. It is unfortunate that all too often those who form this educational under-class come from educationally impoverished home backgrounds.

3.39 In the years following World War II there has been a steady increase across Australia in the participation of women in the labour force. In Table 3.5 for Australia as a whole the percentages of women in the work force and in different occupational groups are recorded for the years in which Australia-wide censuses have been carried out. A marked rise occurred in the years

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16 T. Husén, The Future of Institutionalized Schooling. In P.H. Karmel (Comp.), Education, Change and Society, Hawthorn, Victoria: ACER, in press.

Table 3.5 Women in Different Occupational Groups in Australia as a Percentage of Women in the Workforce or Aged 15 Years and Over

% Recorded	1911	1921	1933	1947	1961	1966	1971	1976
Professional, Technical	3.0	3.1	3.2	3.2	4.3	4.9	5.3	7.2
Managerial	2.1	1.2	1.5	1.9	2.2	1.6	1.8	2.4
Clerical	0.7	1.8	3.9	6.5	9.1	11.3	12.5	14.1
Skilled	6.1	4.6	2.3	1.4	0.9	0.9	0.8	0.7
Semi-skilled	2.7	3.2	4.6	5.8	6.6	8.1	7.3	7.1
Unskilled	10.5	9.5	9.0	5.2	5.3	7.2	7.0	7.7
Unspecified	0.3	0.4	0.7	1.2	0.6	1.1	1.7	) 3.3
Unclassified	1.8	1.5	1.3	-	-	-	0.8	) -
In workforce	27.1	25.3	26.5	25.1	29.0	35.2	37.1	42.6
Not in workforce and aged 15 years and over	72.9	74.7	73.5	74.9	71.0	64.8	62.9	57.4
Number (000s) in workforce or aged 15 years and over	1,459	1,833	2,373	2,856	3,652	4,079	4,553	4,865

Sources: CBCS Bulletins and data provided by Australian Bureau of Statistics and Professor F.L. Jones.

Note: Slight inconsistencies exist in occupational classifications arising from changes from one census to the next in occupational categories used.

from 1961 to 1966, and a substantial but lesser increase took place between 1971 and 1976. There have also been some striking changes in the percentages engaged in different types of occupations over the past 30 years. The evidence in Table 3.5 indicates that there has been a substantial increase in the proportion engaged in clerical work, and a steady increase in the percentage engaged in professional, sub-professional and technical occupations. Women are now engaged to a greater extent than formerly in semi-skilled occupations, but there has been a steady decline in the proportion engaged in skilled work. The movement of women into the workforce and their increased involvement in clerical, professional and technical occupations suggest that women are to a greater extent than formerly seeking to participate in the workforce on a more equal basis with men.

3.40 A substantial proportion of the women who have entered the work-force in greater numbers since 1947 have been part-time workers. Williams has pointed out that in 1966 across Australia the aggregate hours worked per week was 188.7 million of which 24.3 million hours or 12.9 per cent were contributed by women.[17] By 1978 the aggregate number of hours worked per week had increased to 218.3 million, while the contribution of women had risen to only 39.2 million hours or 17.8 per cent. On average females worked 30.2 hours per week in 1978 compared with 34.1 hours per week in 1966; men worked 40.1 hours per week in 1978 compared with 41.3 hours per week in 1966. The overall average had changed from 39.1 hours per week in 1966 to 36.6 hours per week in 1978.

3.41 Another phenomenon of some interest has been noted in Britain by Halsey in which a sizable informal economy has become established which by-passes the more formal economy associated with employment and the statement of a taxable income.[18] Information on the informal employment of both men and women is hard to obtain, in so far as attempts are made deliberately to avoid documentation that could be used as evidence of tax evasion.

3.42 While there has been an increased involvement of women in the formal labour market, and an increase in the amount of informal employment both by men and women, there has also been a substantial decline over the past 80 years in the number of hours when a person undertakes paid work during a life time. Williams has argued that in 1900 the standard working week was set at 48 hours. In addition, a person worked for 50 weeks of each year, entering the labour force at the age of 14 and leaving, if still in good health, at the age of 70 years. Life hours of work would then be 134,000 hours. However, in 1980 a person would expect to start work at the age of 15 and continue working to the age of 60, for 48 weeks of a year and for, on average, 38 hours per week. Under these circumstances his hours of work would fall to 82,000 hours. There has been a drop in 80 years of 52,000 hours or a drop of nearly 40 per cent in the number of life hours of work which a worker might be expected to undertake.

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17 B.R. Williams, Australian Society in Change - A Demographic and Economic Perspective, In P.H. Karmel (Comp.), Education, Change and Society, Hawthorn, Victoria: ACER, in press.

18 A.H. Halsey, Social Influences on Education: The British Case, In P.H. Karmel (Comp.), Education, Change and Society, Hawthorn, Victoria: ACER, in press.

Table 3.6 Divorces and Children of Dissolved Marriages in South Australia from 1970 to 1979

Year	Divorces	Children of Dissolved Marriages
1970	939	1,517
1971	1,264	2,116
1972	1,235	1,949
1973	1,582	2,408
1974	1,561	2,328
1975[a]	1,812	2,842
1976	6,142	7,968
1977	4,419	5,780
1978	3,805	4,878
1979	3,794	4,602

Source: ABS Cat. No. 3305.4
Note: [a] The Family Law Act was implemented in 1976.

3.43 It is possible that in the foreseeable future a substantial proportion of the workforce will not be able to anticipate clearly defined periods of a day, a week, a year or a lifetime spent on formal work. Some will fill their time away from paid employment with a part-time job, possibly outside the formal economy. Some will fill their time by undertaking further education, by part-time teaching or by voluntary service in the community. Others will choose to spend their time in leisure or recreational activities. Thus in planning educational services for the future, it is necessary to consider the patterns that will be maintained by different individuals, at different periods in their life, with regard to their engagement in education, work or leisure.

Family Structures

3.44 Many submissions to the Committee from schools have directed attention to problems increasingly being experienced by teachers and principals which have been attributed to changes in family life patterns. Trends in divorces in South Australia over the past decade, and children of those divorces, reveal an upsurge from 1976 following the passing of the Family Law Act. Table 3.6 records for South Australia the numbers of divorces and the number of children of dissolved marriages. Prior to 1976 the children were under the age of 21 years, from 1976 the children are under the age of 18 years.

3.45 In Table 3.7 the numbers of persons in different categories in receipt of a pension in South Australia from the year 1974 to the year 1980 are recorded. Data from the 1976 census for South Australia showed that there were 26,233 children of single-parent families. Over the period from

Table 3.7 Pension Recipients and their Children in South Australia from 1974 to 1980

Year	Widows Class A	Children	Supporting Parents	Children	Total Recipients	Total Children
1974	6,315	12,748	2,932	5,056	9,247	17,804
1975	6,174	12,256	4,089	7,142	10,263	19,398
1976	5,954	11,670	5,107	8,947	11,061	20,617
1977	6,229	11,775	5,652	9,904	11,881	21,679
1978	6,760	12,690	6,098	10,449	12,858	23,139
1979	7,645	14,329	6,869	11,524	14,514	25,853
1980	8,160	15,043	7,206	11,972	15,366	27,015

Source: Australian Dept of Social Security, Adelaide

1974 to 1980 (31 July reference date) there was a 29 per cent increase in recipients of Widow Class A pensions, and an increase of 146 per cent in numbers of recipients of Supporting Parent benefits: overall, single pension recipients in these categories rose 66 per cent. Similarly, there was a 52 per cent increase in numbers of children of these single-parent families. Clearly, some of the recipients of the Widow Class A pension are not a consequence of marital breakdown but of death of a spouse. However, the underlying growth in numbers would appear to be directly attributable to marital breakdown as is the case of recipients of Supporting Parent benefits. All recipients are supporting children, the majority of whom are students of school age.

3.46 The underlying trend of growth in numbers of children in these circumstances has occurred since the Committee of Enquiry reported in 1971, and the educational consequences of such issues were considered only briefly in their report. The growth of child care services in part reflects the demand for such facilities for these children, as does the growth in incidence of problems reported by teachers that require guidance and counselling for children and their parents.

Ethnic Background

3.47 Table 3.8 reports the ethnic composition of the South Australian population. For a variety of reasons, census data (such as birthplace, birthplace of parents, nationality, language spoken, or religion) may not provide adequate specific descriptions of the ethnicity of a population. However, such data can reveal that about one fifth of South Australia's population is either overseas-born of non-English-speaking background, or has at least one parent of such background. Another one fifth is of United Kingdom or Eire background. Persons with an immigrant background are likely to have

Table 3.8 Ethnic Composition of South Australian Population - 1976 (by place of birth and parents' birthplace)

Place of Birth	Parents' Birthplace: Both Aust.	Both English speaking Country	One Aust. Other Elsewhere	None Australian Both Europe	None Australian Both Asia	None Australian All Others	Total
Australia	712,449	104,922	44,761	54,617	2,242	32,547	951,538
Overseas	2,297	152,104	1,504	106,500	8,294	22,524	293,223
Sub-total			46,265	161,117	10,536	55,071	
			One or both Non-English Speaking Country				
Total	712,746	257,026		272,989			1,244,761

Source: ABS Cat. No. 2430.0, Tables 8 and 9

cultural, occupational, and educational expectations different from persons of substantially Australian origin. Particularly for those individuals for whom the lack of facility in English is a handicap and who have had a generally low educational and occupational status, recruitment into the teaching profession has been low. As a consequence the teaching profession has not reflected the ethnic composition of the school population.

3.48 Many immigrant parents - particularly of southern European origin - have serious literacy problems combined with poor fluency in English. As a consequence these groups cannot adequately participate in school/parent activities, find it difficult to supervise adequately their children's education and to advise their children on educational opportunities, have limited or no access to on-the-job training or retraining, and have limited access to other cultural agencies and to the community in general. In addition, some immigrants who arrive in Australia in their adolescence, or late adolescence, face difficulties in acquiring adequate English as a second language to continue their studies, thereby requiring special counselling and courses in English as a second language.

Conclusion

3.49 In the late 1960s and the early 1970s a questioning student generation first cast doubts on the type of education being provided at the upper secondary and tertiary levels. In part, as a consequence substantial changes have taken place in educational services since that time. However, by 1971 other societal changes were in progress. Throughout the western world structural changes in the economies of nations were beginning to emerge, with consequences for the

education and employment of youth. In addition, women were seeking to fulfil a different role in society from their traditional one. There has also been a rapid acceleration of technological change. These changes have influenced and will continue to influence the provision of educational services in a variety of ways. Moreover the generation of students of the late 1960s and early 1970s are now assuming positions of responsibility in schools and will become impatient if education is not seen to be changing in response to changes in society. In the pages of this report that follow, the Committee of Enquiry seeks to respond to change, to anticipate future change and to develop policies and guidelines for education in South Australia for the coming decade and beyond.

CHAPTER 4

PURPOSES AND PERSPECTIVES

Introduction

4.1 In the preparation of this report the Committee has viewed education in South Australia at three different levels: the individual, the school, and the system. At each level different purposes of education apply and different perspectives for education are held. In addition, if education is to be provided effectively, there are important inter-relations between the levels with respect to their purposes and their perspectives for education. Some may view the first report of this Committee as primarily concerned with the inter-relationships within the educational system in South Australia, rather than with the functions of the pre-schools, schools and colleges. The Committee recognises that it is through pre-schools, schools and colleges, and other educational institutions that the system must work. To ignore the functions of the schools and colleges would be to fail to consider those institutions to which are assigned the tasks of implementing the policies developed by the system and by society for the provision of education. In the long term, however, education is not primarily concerned with systems or with institutions but with individuals. In our society each individual is important and the education provided by society through its educational institutions must lead each individual towards living a constructive and creative life.

4.2 It is evident that the unique characteristic of humans is their capacity to communicate ideas from one individual to another and thus from one generation to the next. The primary purpose of education is concerned with the consideration of ideas, not as inert facts, but in relation one to another in order to equip men and women to live more effectively in the present and to plan more successfully for the future.[1] While there are many other tasks of one kind or another that education is required to perform in society, it is essential to recognise that if education fails to present to each individual the key ideas which govern life in society, if it fails to inter-relate them in ways that will enable the individual to understand their application and relevance in the real circumstances of life, and if it fails to develop in the individual the processes for dealing with ideas, it has denied to that individual the power to live both independently and together with others in society.

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1 A.N. Whitehead, The Aims of Education, London: Ernest Benn, 1962 (first published 1929), Ch. 1.

The Individual

4.3 We start with the assumption that each individual is different, and in the planning of education each individual is important. Moreover, we recognise that the statement made by the late Dr William C. Radford more than 20 years ago is as relevant today as it was at that time.

> The proper handling of the individual differences between children still remains the most challenging problem in education ... But whatever our views on the matter of the contributions of ability and development, of nature and nurture, we know that in any normal teaching situation in a classroom, a teacher is faced with a class in which children have different preparations for the work to be done and the experiences to be offered, have different capacities to read, to figure, to manipulate materials whether concrete or abstract, to memorise and to express themselves, and different emotional drives to succeed, to participate and to contribute.[2]

Recognition of the importance of the individual, and acceptance of Dr Radford's assertion must rightly influence the way we think about structuring the educational system and designing the pre-schools, schools, colleges and other institutions through which the communication of ideas and the development of the skills required for working with ideas takes place in our society.

4.4 The Family

The differences that exist between individual children develop from their earliest days. The only way in which society can influence a child's development during the early years in the life of a child is through the family. Moreover, the family remains the most powerful force on development, right through the years of childhood and adolescence. Consequently if direct help is to be given to a child during the years of schooling, then the family is and will continue to be the group through which educators must work. In general, educators have, in the past, been reluctant to intrude into the life of a family in order to help a child, and as a result too little is known about how the educative environment of the home influences child development. However, there is a growing realisation that since the influence of the home is so powerful, interaction through the family can no longer be ignored. The Committee endorses the view that the family holds a central place in education. In addition, the responsibility of the family for the child's upbringing must be acknowledged. Therefore ways and means must be sought to enable the family to fulfil its responsibilities to the child as effectively as possible. A corollary of this view is that parents are entitled to determine the conditions and circumstances under which a child is educated, and it is necessary to take this into account when planning educational services. The education of children is thus a shared enterprise between the home and the school which can only be effective if both parties work together.

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[2] W.C. Radford, Individual Differences and Classroom Organisation. The Australian Journal of Education, 1961, 5:3.

4.5 Equality of Educational Opportunity

The Committee strongly endorses the view that it is the right of every individual in our society to be prepared through the educational institutions provided by society for effective participation in its affairs. We recognise that, because each individual is different, individuals will participate to differing extents at differing stages during their lives. We also recognise that there are certain groups of individuals who in the past have been ignored, overlooked or only provided for in part by education. The principle of equality of opportunity in education that we endorse is that individuals in our society should be provided for according to their needs, both for their own good and for the benefit of the society in which they live. There are some groups in our society who have special needs, the disabled, the disadvantaged, the gifted, the isolated and the first or second generation migrant who lacks competence in the English language, to name only a few of these special groups. There are some groups of individuals who in the past have been denied the access to certain educational opportunities. Such groups include Aborigines, girls, the child from a culturally deprived home and others whose needs are only now being recognised and for whom more equal opportunities are now being provided. In this first report it has not been possible to consider fully the special needs of certain groups, or the provision of more equal opportunities to those who in the past have been denied in one way or another full access to education. We will consider these issues more adequately in a second report. The policies that the Committee advocates and endorses will attempt to restore any imbalance that currently exists and will seek to provide more equally for all according to their needs and circumstances.

4.6 Lifelong Education

The Committee accepts the view that education is a continuing process in the life of an individual from the time of birth to the time of death. The consequences of accepting this perspective are of considerable significance in the provision of education. While it would be wrong to under-emphasise the contribution of the traditional school to the educational growth and development of an individual, no longer is it appropriate for the school to be seen as the sole provider of education for all except a fortunate minority who proceed to university or to what has become known as higher education. The change in perspective that has taken place during the past decade since the Committee of Enquiry into Education in South Australia reported in 1971 is quite remarkable. The majority of the changes that have occurred have been directed towards the provision of a wider range of educational experiences beyond the years of compulsory schooling of 6 to 15 years and the years of preparation for tertiary education in the upper secondary school. The evidence of educational research towards the view that the years of early childhood

are indeed crucial for the intellectual, emotional and physical well-being of not only the child but also the adult cannot be gainsaid.[3] It has led during the past decade to the fall in the commonly accepted age of entry to school in South Australia to 5 years, to the nearly universal provision of pre-school education for children aged from 4 to 5 years, to the gradual expansion of intake into pre-schools to cater for children of 3½ years, and to the recognition that early childhood education is essentially concerned with programs for children from the ages of 0 to 6 years. This requires a diversification of provision of early childhood education by working through the home, as well as the development of new educational strategies and programs, based around the child's parents and the family. It also leads to an expansion of the institutional arrangements for early childhood education in order to include toy libraries, play groups, child care programs, and highly flexible early childhood centres to meet the needs of the family. For those in their post-school years, the colleges of advanced education and the colleges of technical and further education have been expanded during the past decade to increase the numbers who can take part in the programs offered, which have also been greatly diversified. It would seem likely that more flexible approaches to education and training are needed for youth during the years of late adolescence and such approaches have been considered later in this report. However, there has also been a strong growth in continuing education activities that are being undertaken by a wide range of educational institutions including the universities, the colleges of advanced education, the colleges of technical and further education, the schools through their community programs, and through independent organisations of long standing, e.g. the Workers' Educational Association. These institutions and organisations conduct courses and programs which cater for a wide range of educational needs and interests of adults. In addition, there are new voluntary groups forming to provide for the leisure time interests of the mature aged who are facing retirement and the elderly, in recognition of the importance of maintaining a lively and active mind. The acceptance of the concept of lifelong education and the diversification of the range of educational programs has transformed the pattern of educational provision in this country in a very short space of time. Moreover, further developments are likely with an increasing demand for and emphasis on retraining and in-service education for a wide range of occupations. The Committee strongly endorses these developments that have taken place and argues for continued growth in these fields. However, it recognizes the need for those who participate in educational programs beyond the initial stages to contribute substantially towards the costs of provision of their further education.

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[3] See B.S. Bloom, Stability and Change in Human Characteristics, New York: Wiley, 1964.

4.7 The Importance of Choice

A consequence of the acknowledgement of the importance of education for the individual leads to the view that at each stage in education the individual or the family must have opportunity for choice in the type of education sought. If it is accepted that no single pattern of education is best, then a responsible diversity of provision is a prerequisite for enabling individuals to choose the type of education which will meet their needs and suit their preferences. However, it must be recognized that diversity and choice both come at significant cost, unless appropriate reallocation of resources is undertaken. During the past decade, variety has been introduced in the provision of pre-school services. In addition, support has been provided from public monies to ensure that the quality of educational services is maintained in both government and non-government schools, and to ensure that parents have an effective choice in the education of their children according to their beliefs. At the post-secondary school level a greater variety of both institutions and programs is now available than formerly, in order that individuals might undertake education and training according to their interests, abilities and aptitudes in preparation for a chosen career. The Committee believes that the importance of choice must be recognised at all levels in the provision of educational services. On the one hand we note that some schools exist, which do not appear to be providing programs under appropriate conditions to satisfy the needs of individual students. As a consequence there is an alienation and rejection of a form of schooling that denies appropriate choice from the range of programs available. On the other hand, we note that some schools provide such a wide range of choices at the most senior levels, that they diminish the capacity to give attention to the needs of some students at the lower levels. In recent years, South Australian schools have been able to remove zoning restrictions and as a consequence there has been some movement of students to schools of their choice. This freedom is of considerable importance to individuals and should promote an increase in the diversity of the programs offered and the conditions of learning provided by schools. It also opens up opportunities for greater specialisation in subject offerings within clusters of schools.

4.8 Meeting Personal Needs

The primary purpose of education is, as we have asserted above, concerned with ideas and with the intellectual development of the individual. It is, however, important to recognise that an individual has needs that go beyond the intellectual and involve the moral, emotional, physical, aesthetic, social and spiritual aspects of human life. The aims of education necessarily include helping and encouraging people throughout their lives to develop the capacity

to engage in intellectual activity, to make sound moral judgement, to undertake sustained physical performance, to experience stable and deep emotions, to exhibit aesthetic taste, to have rich and varied human relations, and to appreciate spiritual matters. Many of these qualities cannot be developed by direct instruction, but rather by establishing within a school an environment that supports the growth of these qualities through the richness and the intensity of the interaction that takes place between human beings within the school community.

The School

4.9 In the discussion of the purposes and functions of the school, the term is used in a very general sense to refer to all types of educational institutions that bring students together to interact and to work under a teacher. Thus we refer to pre-schools, tertiary institutions, small rural schools, large metropolitan high schools, evening colleges and holiday camps. All provide the type of interaction between individual human beings that is essential to education. Nevertheless, we have chosen the school as the unit for consideration rather than the classroom and the individual teacher. There are some, however, who see each teacher as autonomous within a classroom. While we acknowledge that considerable variability exists in the quality of education between classrooms within a school, we believe that each school develops a corporate existence, as students move in and out of classrooms and work from time to time under different teachers. It is the school that provides the setting for the education of individual students.

4.10 In considering the purposes and functions of the school we are reminded of the statement of A.N. Whitehead made over 60 years ago.

> But the first requisite for educational reform is the school as a unit with its approved curriculum based on its own needs, and evolved by its own staff.[4]

To Whitehead the school is the true unit in any educational system, and each school must be entitled to be considered in relation to its special circumstances, and to be permitted to modify its curriculum to meet the needs of its students.[5] Over the past decade the government schools in South Australia have been encouraged to move in the direction advocated by Whitehead. Other educational institutions in the State have, by and large, always enjoyed this right. The flexibility that has been granted to schools to plan their own curriculum and to meet the needs of the students who have enrolled in the school would appear to have been used wisely and well by many South Australian schools. The diversity that has evolved is we believe in the

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4 A.N. Whitehead, The Organisation of Thought. London: Williams and Norgate, 1977.

5 See also Whitehead, 1962, op. cit., pp. 21-23.

best interests of education. However, it is important to note that diversity is not advocated merely for the sake of developing schools that are different from one another, as if difference was to be valued for its own sake. Thus diversity must be developed within broad guidelines covering the essential components of the curriculum. The purpose and function of the diversity that has been fostered in schools are to enable the schools to meet more adequately the needs of the individual students who work within them.

4.11 A further important benefit to education that arises from permitting each school to develop its own curriculum is that the school is also free to build its own approach to teaching and learning to suit both the staff and the students. A school, however, is responsible for more than the intellectual development of its students, and as we have explained above there is a range of other aspects of human development that must be taken into consideration by a school. In order to fulfil these functions the school must build an environment that supports the family in promoting the growth of the moral, emotional, physical, aesthetic, social and spiritual aspects of the students' lives, but not to the detriment of their intellectual development. Too little is known about how this is achieved. Some schools are known to have been highly successful in these respects, others to have been rather less so. However, it is clear that the role of the principal of the school is of consequence and that consensus amongst the staff, that they should work together to achieve certain outcomes and objectives, would appear to be crucial. However, the staff of the school will achieve success only in so far as they are able to assess accurately the needs of the students and to combine together to achieve an appropriate educational environment.

4.12 Recent developments in education in South Australia have led to each pre-school, school and college establishing its own council, thereby it is hoped linking each school to the community in which the school is set. Schools have much to gain from community involvement, in so far as it helps to define and establish the needs of the students as well as appropriate ways and means of meeting those needs. The council of the pre-school or college provides a sounding board for the ideas advanced by the principal and staff. A council may also from time to time make recommendations as to how the program and curriculum offered might be modified and improved. Other contacts with the community help to relate the school and its activities to the homes from which the students come and to the wider society. It is important to recognise that educational institutions do not exist in isolation. They are established by society to contribute to the development of each individual as well as to benefit society. The most appropriate way for a school to ensure that it is identifying correctly these complex purposes is for the

school to maintain close contact with informed and perceptive members of society and to ensure that they interact as closely as possible with the institution. Links with the family groups associated with a school have other benefits. Each morning students come from a family group to the school. Each afternoon they return again to a family group. If maximum benefit is to be achieved for each student, the work of the school must reinforce the family and be reinforced by the family. For this to happen each must come to know the other and to learn what the other is seeking for the student. Without this interaction there is always the possibility that the school and the home will be working at cross purposes. Thus the proposals for parental and community involvement in education arise because interaction is needed if each is to learn what the other seeks for the students. Consensus is required between teachers and parents on how schools should go about their work, if the homes from which the students come are to reinforce the work of the schools.

The Educational System

4.13 This first report is primarily about the educational system in South Australia with particular reference to the government sector. Society in this State has established a series of agencies through the State Parliament to organise the provision of education in the State. Each of these agencies is responsible through the Minister of Education to Parliament for the manner in which it provides educational services. Total expenditure on education, including universities and colleges of advanced education, from one source or another is very considerable and amounts to a total of approximately $665 million.[6] With the exception of a sum totalling in all approximately $30 million, this money comes from governmental funds and must be accounted for to State and Commonwealth Parliaments. It is thus appropriate that the purposes and functions of the educational system itself should be examined. It is complex and comprises two major departments 19 statutory authorities and several committees of advice that have something approaching independent existence. The functions of these departments, agencies, and committees that form the educational system are to plan for the provision of education services from early childhood to mature adulthood. While substantial sums of money are being spent on the many different facets of education, the money available for each is becoming increasingly limited. Not only are public monies needed for other major areas of development, but expenditure on education has increased greatly over the past decade, and the community is beginning to ask what it is receiving in return for this expenditure, and whether expenditure should be reduced in certain areas, or increased in others.

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6 For a detailed breakdown of the total expenditure on education in the State the reader should refer to Appendix D.

Thus it is necessary for the educational system to be examined in detail, how it is organised, whether there is unnecessary duplication of services, and whether expenditure in specific areas is warranted.

4.14 The system would appear to be able to work most effectively if it could devise ways and means for the devolution of responsibility to relatively small and autonomous units operating within general policy guidelines. However, each unit must necessarily form a unified whole, and its activities be co-ordinated with those of other independent units so that there is little redundancy of provision. A decade ago education in South Australia was controlled and managed largely by a single bureaucratic body. While at that time it did not appear that this large bureaucracy was under stress, there were nevertheless warnings being given that with further expansion the system would be subjected to intense strains. During the past decade considerable expansion has taken place, and at the same time there has been some fragmentation with new instrumentalities being established and with considerable devolution of responsibility to smaller units that have been given considerable autonomy. The Committee believes that the changes that have taken place have been basically sound and have led to the building of a system that has considerable flexibility. There is, nevertheless, some questioning as to whether these changes have gone too far and whether the system has reached a stage where it ceases to be efficiently run. However, the Committee endorses the principle of devolution of responsibility, and as a consequence believes that smaller units should continue to exist, provided efforts are made to integrate and co ordinate wherever possible the activities of the different units. We believe that an emphasis on integration and co-ordination of activity is a necessary consequence of the steps undertaken during the past decade for the devolution of responsibility from the large bureaucracy to a variety of smaller units.

4.15 One of the most effective ways in which integration and co-ordination of activity can be achieved is through the establishment of general policy guidelines. Guidelines do not prescribe every step to be taken, they allow considerable freedom and flexibility and can cover such issues as conditions of enrolment, the expenditure of monies and the development of curricula. For example, one area where the Committee believes there is a need for the development, dissemination and use of guidelines is in certain parts of the school curriculum. There is an increasing degree of mobility of students from one school to the next. Some subjects involve a sequentially developed curriculum. Unless the curriculum for these subjects follows the same broad sequence from school to school, the transfer of students between schools is accompanied by uncertainty in placement and duplication of instruction. To propose the use of broad curriculum guidelines in certain areas of learning

does not contravene the principles advanced earlier in this chapter of taking into account individual differences or of permitting schools to develop a curriculum to meet the needs of their students. The Committee argues for the use of general guidelines in certain areas of learning in order to co-ordinate the work of schools. These matters will be taken up in greater detail in the second report of this Enquiry. However, the above comments have served to illustrate the principle that the Committee endorses concerned with integration and co-ordination of activity between related institutions.

The Educational System and Society

4.16 In concluding this section, we draw the attention of the reader to the important chapter in the Report of the Committee of Enquiry into Education in South Australia in 1971 on The Purposes of the Educational System. We quote the opening paragraph of that chapter with which we agree without qualification.

> No educational system stands apart from the society which establishes it. It has purposes that must be achieved if that society is to continue. It is embedded in that society, drawing nourishment from it and in turn contributing to its opportunities for growth and renewal. The establishment of the purposes of its educational institutions, and a constant vigil over both their relevance and their realisations, ought to be one of the major continuing activities of a society concerned with the present well-being of all its members and with its own steady improvement.[7]

In this first report the Committee has been able to give attention to issues associated with the structure of the educational system, but has given too little consideration to schools and the development of the curriculum. We shall examine these matters in greater detail in a second report.

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[7] Committee of Enquiry into Education in South Australia, 1971, op. cit., p.25.

CHAPTER 5

PLANNING AND POLICIES

Introduction

5.1 Over the past decade a necessary expansion in the provision of educational services has taken place in South Australia. There has been a marked broadening of the coverage in the early childhood field, with an undeniable need for the Childhood Services Council, or a body similar to it to co-ordinate and promote a wide range of services. The Education Department has undertaken a substantial program of decentralisation of control and supervision of its schools through the establishment of ten Regional Offices and through a greater devolution of responsibility to schools and school councils. The Department of Further Education has grown out of the Technical Education Division within the Education Department to become a very significant provider of educational services within the State. The teachers colleges, which were ten years ago closely tied to the Education Department, have passed through several stages of marked growth, independence, planned co-ordination, contraction in size, diversification of programs and more recently consolidation into a single college of advanced education. The South Australian Institute of Technology has also expanded considerably and now operates on three sites, while the Flinders University of South Australia, which ten years ago was a small and expanding institution, has developed to become a strong and thriving centre for teaching and research. These developments in education in South Australia have involved the multiplying of statutory authorities each with a considerable degree of autonomy and with direct responsibility to the Minister of Education. In addition, there are numerous committees of advice, which provide counsel for the Minister on the many complex decisions that must be made.

5.2 It is apparent from an examination of the information available that this dispersion of control of education from a single Education Department to a multiplicity of providers took place at a time when continued expansion of educational services was envisaged. However, the actual size of the total educational system is much smaller than the system that was projected for South Australia as recently as ten years ago. Although it is apparent that further substantial growth in the system is not likely to take place during this century, it is probable that some growth will occur in particular geographic regions and at specific educational levels during the next 20 years. These comments should not be seen to imply criticism of the developments, described above, that occurred in the reorganisation of educational services in South Australia during the past decade. The developments that have taken place, the Committee believes, have increased greatly not only the range and quality of services

but also the flexibility with which the services are provided.

5.3 We have noted that the carefully developed plans, that were laid down in 1971, based on the best evidence available at the time and the most accurate projections that could be made, have resulted in an oversupply of services in some areas and new problems in other areas. However, at a time when a substantial revision of planning estimates should have been made and publicly discussed, there did not appear to be a mechanism for monitoring change and examining the issues that emerged as a result of the discrepancies between predicted enrolments and actual enrolments. It is evident to the Committee that there is a high degree of instability at the present time in the projections of demand for educational services. As a consequence accurate but flexible planning is required if sound policies are to be developed that do not dissipate limited public resources.

5.4 As previously suggested there is little doubt that some expansion and development in the provision of certain educational services will continue over the next 20 years. Such changes will probably be accompanied by some redistribution of resources resulting from a decline in enrolments at the school level. There is no question that it was necessary to reduce the numbers who entered teacher education programs in order to prevent a serious over-supply of young graduates and diplomates seeking employment in teaching. Clearly, some reallocation of resources would be possible across the different educational sectors. However, at the present time there is no group of persons who can undertake the development of coherent plans and policies to serve the total educational system of the State. At a time when there was gradual expansion in all areas, during the years 1971 to 1976, general policy guidelines had been laid down both by the Committee of Enquiry into Education in South Australia in 1971, by the Interim Committee for the Australian Schools Commission in 1973, and by subsequent reports of the Schools Commission through the mid 1970s. Now the task is more complex. Not only are expansionary plans largely irrelevant, but there has been a dispersion of control and thus open competition for the limited resources that are available.

5.5 It is important to note that the problems considered above are not unique to South Australia. Each of the other Australian States faces similar problems and, depending on the size of the educational system as well as the extent to which devolution of control from a centralised bureaucracy has occurred, each State seeks a solution that will serve its own needs and the organisational structures that have evolved within that State. In New South Wales an Education Commission has recently been established to co-ordinate

planning across the State. The Victorian education system with both a Minister and Assistant Minister of Education is currently undergoing considerable restructuring. With the release of a White Paper on Strategies and Structures for Education in Victorian Government Schools[1] in late 1980, certain aspects of the proposed changes in Victoria have become clear; there are, however, other issues that await resolution. In Queensland, a select parliamentary committee recommended the establishment of a separate Ministry of Post-Secondary Education to control and advise on all tertiary education activities. In Western Australia, a tightly knit Education Department will probably undergo considerable reorganisation in the foreseeable future, and in the relatively small Tasmanian system there would appear to be some restructuring of schools, technical colleges and tertiary institutions to take place, without a major administrative reorganisation of the educational system. These administrative changes flowing from recommendations of committees of enquiry must be regarded as recognition of the fact that the current structures in each of the States are not coping satisfactorily with the many demands placed upon them.

5.6 One of the major sources of strain on the educational system within the State has been the increased participation by the Commonwealth Government in the financing and control of education. Early childhood education programs have received fluctuating support from the Commonwealth Government. The schools have been encouraged to use Schools Commission funds to undertake initiatives. The colleges of further education are under pressure from the TAFE Council to extend their programs and the provision of services. The higher education institutions, the universities and the colleges of advanced education are now totally dependent on Commonwealth Government funding. As a safeguard against Commonwealth Government domination in the development of policies for particular educational sectors, the State Government needs detailed advice with alternative proposals and arguments to consider beside the plans and assertions of Commonwealth Government instrumentalities. At the present time in South Australia, the Minister of Education does not have an agency with special expertise or responsibility to provide advice and a coherent State policy for the delivery of educational services, that can be used to assess the frequently transient programs proposed by Commonwealth Government authorities.

5.7 As previously discussed in Chapter 2, it has been necessary during the past nine months for the Minister of Education to refer five issues to this Committee of Enquiry for partial resolution. These problems have, in

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1 Victoria, Minister of Education, White Paper on Strategies and Structures for Education in Victorian Government Schools, Melbourne: Government Printer, 1980.

the main, spread across the boundaries of two or more sectors of education. In some cases, questions of the ownership and the use of property have been involved. In other cases, there has been no mechanism by which the different interest groups from different sectors could be brought together to consider the issues. In one case the question of relationships between the Commonwealth and the State was involved. At least two of these problems had been awaiting resolution for more than 12 months, before a critical situation had arisen, and it had been necessary to forward the problems to the Committee of Enquiry for consideration. These problems have served to illustrate to the Committee the types of issues that a Minister of Education might find hard to resolve since the Minister is likely to receive conflicting advice from different educational sectors. Moreover, pressure from interest groups frequently tends to prejudice the making of rational decisions.

5.8 The Committee of Enquiry into Education in South Australia in 1971 considered the desirability of establishing a Ministry of Education that was separated from the Education Department. It had been argued that the Minister had responsibilities far wider then than those directly covered by the Education Department, and that matters affecting the non-government schools were the Minister's concern, but not directly that of the Director-General of Education and the Education Department.[2] This present Committee of Enquiry believes that the arguments for some body to assist with the development of overall policies for education in the State are now far more persuasive than they were in the early 1970s. This is principally because of the increasing complexity of the Education portfolio and the increasing importance of ensuring the planning and co-ordination of educational services at a time when resources for education are scarce.

An Education Policy and Priorities Executive

5.9 The Committee of Enquiry sees the need for the establishment of an Education Policy and Priorities Executive as an essential and beneficial complement to an Office of the Minister of Education. It is envisaged that this Executive would comprise the Minister of Education (Chairman), the Director-General of Education, the Director-General of Further Education, the Chairman of the Tertiary Education Authority of South Australia, the Chairman of the Childhood Services Council, the Secretary of an Office of the Minister, and the Chairman of such other administrative units which exist within the education portfolio. From time to time issues might arise of particular concern to universities and the colleges of advanced education, to the Catholic and independent non-government schools and such statutory authorities as the Public

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2 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 462-463.

Examinations Board of South Australia. It would seem appropriate that, when these issues arose, the Minister should invite to meetings of the Executive the interested parties to consider such issues and to provide appropriate advice. The meetings of the Education Policy and Priorities Executive would be serviced by an Office of the Minister.

5.10 It is desirable that the Education Policy and Priorities Executive should evolve as a corporate management group for the management of certain aspects of the education portfolio, particularly those concerned with inter-sectoral matters. It has been pointed out that such a management group would constitute an important new departure in the administration of education in this State, in so far as it would represent a movement towards the use of the corporate management techniques of large companies and commissions. The Committee is uncertain of the extent to which major administrative decisions would be taken by this Executive or whether its power would ultimately reside in the quality of advice that it would give the Minister, who could take that advice together with supporting documentation to the State Cabinet for final decision.

5.11 The Committee of Enquiry proposes that the Education Policy and Priorites Executive should be supported by a small Office of the Minister of Education under the direction of a Secretary with a staff of approximately six administrative officers working within the Office. The Minister of Education would continue to be assisted by the present small personal secretarial group. The Office of the Minister of Education would be charged with the following responsibilities:

1 to ensure that matters involving more than one of the educational sectors would receive attention through consultation with the authorities in the other sectors and that co-ordinated advice would be provided for the Minister;

2 to consult with other authorities and bodies not responsible to the Minister of Education on matters where co-operation and co-ordination would be desirable;

3 to ensure that all relevant authorities were kept informed of ministerial decisions;

4 to devise, in consultation with the appropriate educational authorities, material which would relate to the forward planning of education within the State;

5 to monitor education policies and programs of the Commonwealth Government as they would relate to educational development and practice in South Australia and other States;

6 to service the Minister on matters which would relate to the education portfolio, such as those involved in meeting the needs of the non-government school sector;

7 to prepare appropriate documentation on all issues that require resolution by the Education Policy and Priorities Executive and to service, as considered appropriate, the needs and requirements of that Executive;

8 to support the Education Policy and Priorities Executive in co-ordinating or conducting reviews of the effectiveness of provision of educational services;

9 to liaise with Regional Education Councils particularly on matters of an intersectoral nature.[3]

The professional skills required by the personnel of the Office of the Minister would be those that would enable the members of the office to examine critically demographic projections, economic matters and policy issues. These staff would be required to prepare concise briefs, to summarise arguments, to analyse the assumptions and the fallacies in the arguments advanced by others, to provide administrative services that would ensure the smooth functioning of the Office, and to work in a harmonious manner with other staff in the education sector with whom co-operation and co-ordination of effort would be required. In addition, the Office of the Minister would include the Executive Officer of the Advisory Committee on Non-Government Schools in South Australia.

5.12 It is not envisaged that the Office of the Minister should become a heavy financial burden. Indeed every effort should be taken to ensure that in spite of the inevitable and mounting volume of work, the Office would not become too large, thereby forming a formidable barrier between the Minister of Education and his senior departmental officers. The Committee believes that an effective Office could be established at very little cost, by drawing staff from other working groups within the education portfolio. The success of this proposal would appear to depend on the quality of staff appointed to the senior positions in the Office of the Minister. The most senior position of Secretary should be filled by a person of sufficient competence and stature as to command the respect of his colleagues in the other sectors, but not of such seniority and status as to impose a threat to them and so set up a major barrier between them and the Minister of Education. The Secretary would automatically become a member of the Education Policy and Priorities Executive.

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[3] For a discussion of Regional Education Councils see Chapter 6.

Accordingly, the Committee RECOMMENDS that :

R5.1 an Education Policy and Priorities Executive should be established comprising the heads of the major administrative units in the education portfolio to be chaired by the Minister of Education and to provide an effective corporate approach to the planning and delivery of educational services in the State; and that

R5.2 a small Office of the Minister should be established to provide administrative support and advice for the Minister and to service the workings of the Education Policy and Priorities Executive.

The Advisory Council of Education

5.13 An Advisory Council of Education has been under consideration in South Australia for a very long period. Prior to the passing of the 1945 amendment, the Education Act contained a provision that enabled the Government to appoint such a Council of 21 persons. Following the recommendations of the Education Inquiry Committee in 1945, the Education Act was amended in 1945 to abolish the Advisory Council of Education and to enable the Governor to appoint a board to be known as the Educational Policy Board. A small body of four members would appear to have been duly established, met once, and would appear to have never met again.[4] The Committee of Enquiry into Education in South Australia in 1971 again recommended the establishment of an Advisory Council of Education of 23 members who would be supported by a small full-time secretariat.[5]

5.14 There were no doubt good reasons why the Advisory Council was abandoned in 1945, why the Educational Policy Board did not continue, and why a new Advisory Council of Education was not established after the report of the Karmel Committee had been considered. It is clear that there are other less formal ways of obtaining advice on the development of educational policies and programs. Moreover, such informal procedures might prove to be more effective in producing advice, which is of value, than that which might be obtained by more formal procedures. Nevertheless, the Committee views with some concern the fact that a wide range of pressure groups now work in the educational field. Such groups seek access to senior administrative officers, the Minister of Education, and other Members of Parliament in such a manner that they have been able to influence directly policies and practices. This influence on policy-making, while advantageous for a small sub-group in the community, is sometimes detrimental to the overall educational program of the State.

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4 ibid., p.466.

5 ibid., p.468.

5.15 It would appear rather more beneficial for the educational system as a whole if an Advisory Council were established in which the issues associated with particular educational policies and practices could be openly discussed and debated amongst informed educators and laymen. The alternative of private negotiations between authorities and particular pressure groups leaves much to be desired, since it fosters a situation in which reasoned debate is abandoned, and certain types of political pressures could be used to influence the development of policies.

5.16 The Committee does not propose that such an Advisory Council should be established in the immediate future, since it believes that there are other changes within the educational system that should have higher priority. Nevertheless, it is suggested that as soon as convenient, and when the necessary preparations have been made, it would be desirable for such an Advisory Council to be formed. Its primary functions would be to enable the Minister of Education and his senior administrators to gauge public opinion rather more accurately than they have been able to do in the past. We see little need to change the detailed proposals made by the Karmel Committee in 1971, except to endorse the structure and functions of such a Council as they suggested.

Accordingly the Committee RECOMMENDS that :

R5.3 (a) an Advisory Council of Education should be established which would meet regularly, and on occasions at the special request of the Minister;

(b) the Council should be served by a small secretariat through the Office of the Minister;

(c) the Council should comprise persons of senior administrative positions in education in the State, nominees appointed by the Minister to represent groups such as the non-government schools, parents, teachers, industry and commerce, trade union organisations, and a Secretary who would be the chief executive officer of the Council;

(d) the Chairman of the Council should be an independent person who would be appointed by the Minister of Education;

(e) the important functions of the Council would be to provide for the Minister of Education and the members of the Education Policy and Priorities Executive advice on priorities within, and the co-ordination of proposed policies and programs between, the different sectors of the educational system; and

(f) the other functions of the Council would be to assist in the co-ordination of educational services in relation to services provided by other governmental agencies.

A Planning and Research Group

5.17 Fluctuations in the different factors that influence projections of the numbers of students at the various age levels who might require use of educational services provided by the State have over the past decade proved difficult to forecast. In order that planning for the future might be more satisfactory, it was suggested in Chapter 3 that provision should be made for the monitoring of such fluctuations and for the consequent revision of the projections of numbers engaging in education. At the present time, projections of numbers of students are being made in four (and possibly five) different parts of the educational system. This would seem to involve a high degree of duplication, and considerable waste of the very limited skill and expertise that is available within the State for the making of such projections. It would appear advantageous if such projections both on a state and local basis could be made with as high a degree of precision as possible at one centre.

5.18 There would, in addition, appear to be considerable dissipation of effort in the conduct of trivial research undertakings, when there is a critical need for high quality research that could provide evidence for the making of policy at various levels within the educational system. There would appear to be some dissatisfaction within South Australian circles with planning and research activities that are not directed towards issues on which decisions have to be made. Such dissatisfaction may or may not be wellfounded. Nevertheless, it is difficult to envisage that an Education Policy and Priorities Executive would function effectively without evidence relating to planning and policy options. The obtaining of such evidence would require the existence of a group concerned with planning and research. The Committee proposes that such a group should be established. The group would probably function best if it remained relatively closely linked to the Office of the Minister of Education and to the Education Policy and Priorities Executive, and yet maintained a sufficient degree of independence to enable it to collect and present evidence in a form that was unbiased. The members of the group would need to be led by a person who was highly competent in policy oriented research, preferably research into the economics of education, but not necessarily so. However, the leader of the group would need a strong quantitative background in the social sciences, particularly in policy oriented research. Other members of the group would need to possess high level research and policy analysis skills, as well as demographic skills in order to make accurate projections of the numbers at various age levels seeking entry into education.

5.19 It is not envisaged that the planning and research group would become large in size. It would seem desirable that a small and highly productive group should be established and that it would undertake the following tasks:

1 to review research conducted overseas and in other parts of Australia that had a bearing on the development of policies and programs in education in South Australia;

2 to review and to analyse critically evidence submitted by other agencies in support of the introduction of particular policies and programs;

3 to undertake research into education in South Australia that would assist in the clarification of policy questions and that would lead to statements of policy options so that informed decisions could be made;

4 to commission research workers in universities and colleges of advanced education to undertake specific research studies in order to assemble evidence to assist with the making of informed decisions on educational policies and programs; and

5 to maintain accurate and revised projections on the numbers likely to be seeking to use educational services in different localities and regions within the State.

5.20 The planning and research group would ultimately be responsible to the Education Policy and Priorities Executive, who would determine its annual budget and the size of the establishment for the group and who would assist in specifying priorities for the research to be undertaken by the group.

Accordingly, the Committee RECOMMENDS that :

R5.4 (a) a Planning and Research Group should be established under the general supervision of the Education Policy and Priorities Executive;

(b) the Planning and Research Group should maintain close links with the Office of the Minister of Education;

(c) the staff seconded to work in the Planning and Research Group should be highly productive and highly skilled in the conduct of policy oriented and planning research;

(d) the Act of the South Australian Council for Educational Planning and Research should be modified to enable the Planning and Research Group to be established with a degree of independence, but also have a direct line of responsibility to the Education Policy and Priorities Executive.

CHAPTER 6

REGIONALIZATION OF EDUCATIONAL SERVICES

Devolution and Decentralisation

6.1 A strong case can be argued for the devolution and decentralisation of services to a regional level, if it can be shown that the change leads to a more efficient conduct of business, a more personal approach to the needs of individuals including students, teachers and parents, and if the costs of providing educational services remain substantially the same as before. The first moves towards the regionalisation of education in South Australia were made in 1968 and, following experimentation with regional offices in two areas, the introduction of ten regional offices followed from a 1975 Report on Reorganisation.[1] In 1979 the policy of regionalisation came under review and was considered further in the Report of the Restructure Review Working Party which was prepared in April 1980.[2] More recently the Public Accounts Committee of the South Australian Parliament investigated certain aspects of the operation of the Regional Offices and recommended that priority be given to the carrying out of a management review to assess the effectiveness of the Regional Offices.[3]

6.2 The Committee of Enquiry undertook a survey of the views of principals of both primary and secondary schools throughout the State in order to obtain some evidence of the perceptions of school principals towards the effectiveness of regionalisation. Details of the survey are recorded in Appendix E. The overall view of the principals was either strong support for the present balance of regional and central responsibility or that greater authority should be delegated to regional offices. Only in respect of teacher recruitment and teacher deployment were strong reservations expressed about the effectiveness of regionalisation. In these two areas it was largely the metropolitan principals who, in significant numbers, considered either that little would be lost or that the schools would benefit if these specific functions were centralised. In the case of teacher deployment, a clear majority of the metropolitan principals preferred either that the present balance should be maintained or that greater authority should be delegated to regional offices. With respect to teacher recruitment, the metropolitan principals indicated

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1 Report on Reorganisation of the Education Department, 1975.

2 South Australia Education Department, Report of the Restructure Review Working Party, April 1980.

3 South Australian Parliament, Public Accounts Committee (Chairman: H. Becker), Eighteenth Report on Accountability in the Education Department and Schools, 2 December 1980.

a clear preference for greater centralisation of this function. The evidence from this simple and straightforward survey of the principals' opinions would appear to support, in general, a continuance of current regionalisation policies and an expansion of these policies with respect to certain administrative functions.

6.3 The Committee is of the view that policies involving increased regionalisation should be progressively implemented to enable Regional Offices to provide services to schools and to centres undertaking early childhood education programs. While the colleges of further education are largely self-contained, and should continue to be so, the Committee believes that the services provided for education in a region would be substantially richer if the activities of these colleges were co-ordinated with other educational activities taking place within a region. Not only are certain economies likely to arise from the co-ordination of educational activities across sectors, but in many areas the educational programs offered would be of more value if joint use of facilities occurred. Thus the Committee views a further development of the Regional Offices, while continuing as offices of the Education Department, which would permit the co-ordination of educational activities across the sectors of early childhood education, schooling and technical and further education.

6.4 To strengthen the work of the Regional Offices and to ensure that both the Regional Directors and their staff received advice from the full range of interests in the regions, it is proposed that Regional Education Councils should be established. Just as it is advocated that a school principal should work with a school council for each to provide the other with advice and support, so too it is proposed that a Regional Education Council be formed, to enable the Regional Director and his staff to receive advice and support for their work. Membership of the Regional Education Council could include representatives of school principals in the region, of school councils and parents organisations, of teachers, of non-government schools, of colleges of further education, of early childhood centres, of employee and employer organisations, of local and other government authorities working in the region, and of leaders in the community, the medical profession, the legal profession and the church. It may prove to be of value to establish a Committee of the Regional Education Council to advise on needs associated with the provision of early childhood services in a region. Through this Committee information could be provided on the need for the development of new services in a region to those agencies and authorities responsible for different types of early childhood education programs. The composition of each Regional Education Council and Committee on Early Childhood Education Services would take account

of the particular characteristics of a region, and would take into consideration existing committees and councils associated with education in each region. It is envisaged that in the first instance the Regional Education Councils should be advisory bodies. However, in the light of experience it might prove desirable to give Councils broader decision-making powers so that they might become the focus for accountability of educational activities in a region.

This Committee proposes that in the first instance two Regional Education Councils should be established in non-metropolitan regions, each with an affiliated Committee on Early Childhood Education Services. The activities of these two Councils would, after an appropriate trial period, be examined and evidence collected and made available to guide the establishment of further councils, if it were considered desirable to do so.

6.5 The Committee also envisages that the Regional Education Council would become the link between the community of a region and the Minister of Education, the Office of the Minister, and the Education Policy and Priorities Executive. This would require that a person be appointed to the Office of the Minister who would have the responsibilities of liaison between the Regional Education Councils and that Office. Intersectoral and other issues raised by a Regional Education Council could thus be considered by the Minister or by the Education Policy and Priorities Executive as was considered appropriate. The Regional Education Council would also maintain direct links with the Regional Director and through him to the Director General of Education. In a similar manner the Committee on Early Childhood Education Services would maintain links with the early childhood advisory staff working in the region, and thus maintain contact with the Kindergarten Union of South Australia and other providers of early childhood education programs in the region. Links with the Director-General of Further Education should be maintained through the Councils of the colleges in the regions of further education.

6.6 This expanded role of the Regional Offices should reduce the administrative load at the central level, and the increases in staff required to carry out the activities referred to above could be obtained by the reallocation of staff from the Central Office to the regions. The Regional Offices would thus have increased responsibility for consultation, co-ordination and planning for all educational services in a region. The balance in the division of responsibilities and duties between the Regional Offices and the Central Office would need to be considered and modified progressively, so that the overall administration of education did not suffer. Nevertheless, it would be essential that such changes as were made did not lead to overall increases in the costs of education through the duplication of activities in both the Regional and Central Offices.

6.7 The efficiency and speed at which centralised computer services can operate and the ease with which information can be circulated from a Central Office to an individual school or a Regional Office on microfiche, on computer tape, or by direct access to a computer terminal or printer through a telephone line is changing rapidly. This would seem to suggest that all aspects of the costing of education could be undertaken centrally in the foreseeable future with a regular flow of information back to schools and Regional Offices for analysis and accountability purposes. The problems of maintaining accurate financial records that could be available for scrutiny and inspection at different levels within the educational system are now substantially less than they were formerly. Thus it should be possible in the near future for Regional Offices to accept responsibility for the local management of funds, but with all information being held on computer on a state-wide basis at the Central Office.

6.8 It is not possible at this stage in the presentation to foresee all the different functions that Regional Offices might have if they were reconstituted in this way. Nevertheless, the Committee does consider that it is highly desirable that this expanded role of the Regional Offices together with the establishment of Regional Education Councils should be fully investigated and changes planned so that, during the years ahead, the regionalisation of education would take on additional functions and some new and additional purposes.

6.9 The Committee has noted the range of issues considered in a Report of the Restructure Review Working Party, including the possible recall from Regional Offices, especially in the metropolitan regions, to the Central Office of some administrative tasks. Unfortunately the Committee does not see clearly the different factors that determine the optimal size of a regional administration. In part optimal size would appear to be related to the number of schools, the number of teachers and the number of schools serviced, but the directness of access and ease of contact with the schools are clearly critical factors, as too are the strength of community groups within the region and the fragmentation of a region into discrete and largely separated zones. Thus the Committee infers from the information available to it that the effective size of a region is not simply related to actual numbers. In the absence of more specific evidence, it believes that it is unable to comment on the possibility of reconstituting some of the present regions to form units of a different size or shape. There would appear to be a need for a detailed research study that looked both at the costs and the optimal size of regional offices in Australian education.

Accordingly the Committee RECOMMENDS that :

R6.1 (a) the policy of regionalisation of educational administration in the Education Department should be continued;

(b) consideration should be given to increasing the range of cover of the educational system undertaken in the Regional Offices, so that co-ordination and liaison with early childhood services, technical and further education services, and non-government schools would be included; and

(c) the functions of the Regional Offices should be reviewed critically so that changes may be made to ensure that the Regional Offices and the Central Office of the Education Department work together as efficiently and economically as possible;

R6.2 Regional Education Councils should be established to provide advice to Regional Directors and their staff and to maintain links between the community in a region and the Minister of Education and his staff.

CHAPTER 7

EARLY CHILDHOOD SERVICES

Introduction

7.1 During the past decade there has been interest and concern in societies throughout the world for the development of services for the health, education and welfare of the young child, particularly in the period from 0 to 6 years before the child enters compulsory schooling. Social policies in this area have had two clear aims. First, these social policies have sought to increase the provision of medical, care and educational services. Secondly, by means of social policies, attempts have been made to break what has become known as the 'cycle of deprivation', through which mental and material poverty are recreated across successive generations in a segment of the population.

7.2 In 1980, the Kindergarten Union of South Australia marked its seventy-fifth anniversary, since in 1905 moves were made to establish the first of a series of free kindergartens in the Adelaide metropolitan area. The primary aim of the free kindergarten movement in South Australia during its early years was without question to make provision for children living in congested and disadvantaged areas, so that 'little children under school-going age are given an environment where they will receive the best advantages of training for citizenship.'[1]

7.3 The Committee of Enquiry into Education in South Australia reviewed development in the pre-school area up to the time of reporting in 1971, and recommended that there should be a substantial increase in the level of financial support from government sources for the provision of pre-school education. It also recommended that the Kindergarten Union should continue to be a major agency for the conduct of government assisted kindergartens. However, while the Committee was not specific in its recommendations, it clearly envisaged that there would be other agencies involved in the provision of pre-school education. In addition, the Committee recommended the establishment of a Pre-School Committee to plan the overall development of pre-school education in the State.[2]

7.4 A South Australian Pre-School Education Committee was set up in early 1974 but, with the rapid changes in the funding policies of the

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1 See F.N. Ebbeck, The Kindergarten Union of South Australia through 75 Years: 1905-1980. Adelaide: The Kindergarten Union, 1980, p. .

2 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 244-275.

Commonwealth Government, it was reconstituted in October 1974. The Childhood Services Council was established as an authority to plan and co-ordinate the development of a comprehensive range of services providing for the education, care, welfare and health of young children in South Australia. For six years the Childhood Services Council has functioned without effective legislation, although the framing of appropriate legislation has been considered from time to time.

7.5 The Childhood Services Council is constituted as a non-statutory body responsible to a sub-committee of the Cabinet of the State Government, which comprises the Ministers of Education, Health, and Community Welfare. Although the Childhood Services Council is nominally responsible to the three Ministers referred to above, approval on all but major policy issues is sought and obtained from the Minister of Education, who acts on behalf of his ministerial colleagues. Prior to its establishment in 1974, such childhood services that existed were conducted independently by several autonomous government and non-government agencies. These agencies included a number of government departments, incorporated bodies such as the Kindergarten Union of South Australia, the Mothers and Babies' Health Association, various formal and informal community based groups, and individual entrepreneurs who conducted commercial child care centres. The gradual reductions in funding from the Commonwealth Government have been offset by steadily increasing support from the State Government, and this has enabled the Childhood Services Council to plan, develop and co-ordinate a wide range of services in the early childhood field.

7.6 The Childhood Services Council has never been and was never intended to be an agency that provided services directly. However, over the period from 1974 to 1980 it has initiated and co-ordinated both new types and an increased number of services to provide a greatly diversified and flexible range of services to meet a wide variety of needs. In Table 7.1, information is recorded on the number of centres and the number of children who attended those centres that provided pre-school and child care programs both for November 1973 and for July 1980, the most recent date for which information is available. The increase in the type and range of services is quite remarkable as is the increase in the numbers of children provided for by these services.

7.7 Centres providing early childhood services are conducted by: (1) the Kindergarten Union of South Australia, which is the major provider of pre-school programs, but also provides centre-based child care; (2) the Education Department which conducts 85 Child/Parent Centres[3]; (3) the Catholic

[3] Of these 85 centres, 82 are involved in providing pre-school programs, and 3 are associated with child care.

Education Office, which offers pre-school programs at eight centres; (4) the Department for Community Welfare that conducts and licenses a variety of child care activities, while expressing a strong preference for Family Day Care Programs; (5) and a significant number of centres conducted by community groups and the Department of Local Government.

7.8 There are in addition to pre-school and child care centres other services supported and fostered by the Childhood Services Council, that are of interest and importance. These include toy libraries, playgroups, and special centres for handicapped children. The impression gained is that there is a very wide variety of services being offered to meet the needs expressed by community groups, and that a deliberate policy has been adopted of blurring traditional compartmentalized boundaries in order to maintain the maximum possible flexibility in the provision of early childhood services.

7.9 In the expansion of early childhood services in South Australia, the Education Department has been able to play an important role. It currently has 85 Child/Parent Centres which catered for nearly 5,000 children in June 1980. Many of these centres have been established in disadvantaged areas, where resources would not have been available at that time for the erection of suitable buildings for a pre-school centre. It has also been possible in many cases to use unoccupied rooms in primary schools that have become available as a consequence of declining enrolments in an area. Through the Education Department programs new pre-school services have been made available at limited cost to the community.

7.10 In the Report of the Community Welfare Advisory Committee on the Delivery of Community Welfare Services in South Australia (Chairman, Professor L. Mann), the programs conducted by the Department for Community Welfare and the services for which the Department has accepted supervisory responsibility were considered only very briefly and, for some types of services, not considered at all.[4] It would appear that this facet of the work of the Department for Community Welfare is not of significance within its overall program. Nevertheless, the Department has recently sponsored, under the editorship of Professor R. Brown of the Flinders University of South Australia, the publication of a book Children Australia indicating the strong interest of the Department on the health, education and welfare of young children.[5]

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4 Community Welfare Advisory Committee on the Delivery of Community Welfare Services in South Australia (Chairman: L. Mann), Report of the Committee, Adelaide: Department of Community Welfare, 1980, pp. 99-100.

5 R. Brown, (Ed.), Children Australia, Sydney: George Allen and Unwin, 1980.

Table 7.1 Early Childhood Services: Pre-School and Child Care in November 1973 and 30 June 1980

Services	November 1973 No. of Centres	November 1973 Estimated No. of Children	June 1980 No. of Centres	June 1980 Estimated No. of Children
Sessional Pre-School[a]				
Kindergarten Union	193	9,327	289	20,042
Government Schools			82	4,830
Other			39	1,014
Total	193	9,327	410	25,886
Day Care:[b]				
Child Care Centres	2	75	20	1,450
Commonwealth Centres[c]			17	854
Integrated Centres			4	166
Commercial Centres[d]	88	2,438	34	1,390
Total	90	2,513	75	3,870
Total Pre-School and Child Care	283	11,840	485	29,756
Other Services:				
Isolated Childrens Services			1	-
Resource Services (e.g. Toy Libraries)			45	-
Mobile Kindergartens			4	-
Family Day Care			14 programs	1,557
After School Care			17	1,700
Women's Shelters			3	-
Vacation Care (total per annum)			180 programs	13,000
Playgroups Association			709	26,000

Sources: ABS, Cat. No. 4401.4, 1980; Report of Australian Pre-School Committee November 1973; Childhood Services Council

Notes:
[a] a centre providing an educational program
[b] a centre providing care, excluding centres providing an educational program
[c] provided under the Child Care Act 1972, by the Office of Child Care, Canberra
[d] Commercial Centres licensed by the Department of Community Welfare

7.11 One agency that is clearly struggling to maintain a service and that is largely supported by funds raised by the parents of children who use the facilities available is the Playgroups Association. Altogether approximately 18,000 families are involved in playgroups in South Australia, including approximately 3,300 families in country areas. Thus it is estimated that 26,000 children are involved regularly in playgroup activities. The Association that co-ordinates this work is run largely as a voluntary organisation. However, it receives a salary grant for a Development Officer from the Office of Child Care of the Commonwealth Government, together with a small administrative grant. In addition, it receives a salary grant for four part-time Field

Liaison Officers from the Childhood Services Council of South Australia. It would seem desirable that this thriving organisation, which was founded in 1975, should be assisted with additional funds to aid the maintenance and development of the programs it offers. This support we suggest should be provided by the Childhood Services Council.

7.12 The growth in the level of participation of children aged from 0 to 6 years in South Australia in programs conducted by a variety of agencies is reported in Table 7.2. If it is accepted that distinctions between pre-school and child care are no longer clear, and that the compartmentalisation of services into such categories no longer serves a useful purpose, then it is possible to combine the available statistics to estimate the proportion of each age cohort in the population of the State that is taking part in an educational or welfare program of some form. The evidence recorded in Table 7.2 shows that the proportion of children under the age of three years who have participated in child care and pre-school programs has remained relatively stable over recent years. However, there has been a significant increase in the number of 3- to 4-year-old children and a very substantial increase in the number of 4- to 5-year-old children participating in pre-school and child care programs. The estimated proportion of 90 per cent of the 4 to 5 age group attending pre-school and child care programs exceeds the most optimistic participation rate of 71 per cent proposed by the Karmel Committee in 1971 for 1981.[6] Nevertheless, because of the shortfall in the projected numbers of children in the age cohort, the numbers actually in early childhood education programs are substantially less than the Committee anticipated in 1971. It is evident that almost all children aged between 5 and 6 years are either formally enrolled at school, or continuing with their involvement in pre-school programs conducted either by the Kindergarten Union or by the Education Department at its Child/Parent Centres.

7.13 In Table 7.3 the numbers of children aged 0 to 6 years in attendance at programs conducted by the main agencies for the year 1980 have been recorded. It is clear that the major provider of early childhood services is the Kindergarten Union of South Australia, with the Education Department also making a significant contribution. Programs licensed by and conducted under the auspices of the Department for Community Welfare cater for a substantial number of children. If to the figures recorded in Table 7.3 the large numbers of children participating in playgroup activities - estimated to be 26,000 - are added, it is clear that the services provided in South Australia for children between the ages of 0 and 6 years, in one form or another, have an influence on a very large proportion of these children.

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6 Committee of Enquiry into Education in South Australia, 1971, op. cit., p. 265.

Table 7.2 Proportion of Estimated Population in Child Care, Pre-School and School Programs by Age 0 to 6 Years: 1975 to 1980

Year	Under 1 yr	1 to 2 yrs	2 to 3 yrs	3 to 4 yrs	4 to 5 yrs	5 to 6 yrs[b]
1975	1	2	4	16	66	100
1976	1	3	7	24	72	100
1977	2	4	9	32	77	100
1978	2	5	9	30	84	100
1979	2	5	10	33	90	100
1980[a]	2	4	9	34	91	100

Source: ABS, Cat. No 4401.4

Notes: [a] 1980 participation figures estimated by age progression procedures

[b] Percentages exceed 100%, and the reasons for this are not clear.

Some Issues of Concern

7.14 At the present time there are three main issues faced by the Childhood Services Council in the administration and provision of appropriate services in South Australia. The first issue is the co-ordination of funding of services between various agencies and between state departments. The second issue is the co-ordination of funding between State and Commonwealth Governments, and the third issue is the administration of existing programs and the development of new services. The planning of services is made more complex because the lead time for identification of need in a particular district is small, in so far as children are enrolling in centres less than four years after birth. Thus there is little time for extensive planning after accurate estimates have been made of the demand for early childhood services in a particular district. In addition, the basic unit - an early childhood centre - is necessarily small if the centre is to remain in the neighbourhood or district in which the child lives, and if intimate relationships are to be maintained between the children and the teachers in the centres.

7.15 The Childhood Services Council has been required to work within a very limited budget. It has sought to manage its central pool of funds in such a way as to minimise claims against the State for additional funds to support national wage increases. At the same time it has sought to have sufficient funds in reserve, so as to to take full advantage of newly approved programs funded by the Commonwealth Government. Consequently, it has maintained a very tight control on the operating costs of the different agencies that apply to it for financial support, in order to make savings where possible, without any reduction in the quality of the services provided. With these policies the Council has in recent years been able to make substantial savings through staff rationalisation and redeployment in order to introduce new services in developing areas.

Table 7.3 Enrolment in Centres Conducted by Different Agencies for Children Aged 0 to 6 years (June 1980) and Forecast Population in South Australia

Age	Agency			Educ. Dept.				ABS Forecast Population[a]
	Kindergarten Union	Dept for Community Welfare	Child/ Parent Centres	Schools	Non Govt Schools	Other Agencies	Total	
0 - 1	19	175	103	-	-	3	300	19,364
1 - 2	74	455	201	-	-	19	749	18,857
2 - 3	303	860	429	-	-	45	1,637	18,359
3 - 4	4,107	1,064	1,120	-	-	123	6,414	19,072
4 - 5	13,515	992	2,560	34	616	293	18,010	19,429
5 - 6	809	98	172	15,926	2,855	99	19,959	20,635
Total	18,827	3,644	4,585	15,960	3,471	582	47,069	116,216

Source: ABS, Cat. No. 4401.4
ABS, Preliminary 1980 Schools Census Data

Note: [a] No official ABS population estimates for 1980 were available at time of writing.

7.16 These policies have not been implemented without certain difficulties and problems being raised by those agencies that seek and believe that they are entitled to a high degree of autonomy in the management of their affairs. As a consequence there has sometimes been ill feeling between the Council and the different agencies that rely on it for financial support. It is important to note that the Childhood Services Council has had to work with two large state departments and a statutory authority without itself having an independent legal identity that would give it some recognised status in the eyes of these agencies that must apply to it for support. It has achieved much at minimum administrative cost, through its thorough examination of submissions and through vigorous directing of all its financial transactions. In a climate in which there is an increasing demand for accountability of every dollar spent on educational programs, it would seem both unnecessary and unsound to question the thoroughness with which the Childhood Services Council has gone about its work.

7.17 A further problem that the Childhood Services Council would seem to have overcome with a measure of success has been the maintaining of an appropriate balance between its two sources of funds which come from the State and Commonwealth Governments. It has been able to make maximum use of the support provided by the Commonwealth Government. However, when faced with a unilateral withdrawal by the Commonwealth from its funding responsibilities for pre-school education, it has also been able to undertake

rationalisation of existing services so that the overall program has not suffered unduly. Unfortunately, in recent years it has had neither the staff nor the financial resources to permit it to undertake some of the new initiatives that it has believed to be necessary.

Future Trends in Early Childhood Education

7.18 There would appear to be two main thrusts in other parts of the world in the development of new programs and activities relating to the health, education and welfare of young children. The first arises from a recognition that the family is the key agency in the education of the young child. The second thrust is associated with the fostering of a wide range of services to provide support and assistance for the home in furthering the growth and development of the child. It must be recognised that certain marked changes have taken place in our society during recent years. There has been a significant increase in the number of single parent families. In addition, following an increase in the number of separations of husband and wife, there has been a tendency for recombinations to occur in new and sometimes complex family units. Accompanying the fall in the birth rate, there is in many Australian homes a tendency towards a smaller and more mobile family unit, with frequently only one or two children in the family. As a consequence, there is a greater tendency for parents to be involved in the workforce, as soon as they believe the child can benefit from attendance at an early childhood centre for part of the day.

7.19 At the same time there has been an increased recognition of the educative role of the family, together with an awareness that parents are frequently ill-prepared to undertake the responsibility of bringing up children. To meet these perceived deficiencies, it is likely that a range of programs will be developed to prepare young people for parenthood. In addition, premises will be set up to assist parents to provide the best possible environment to ensure the sound cognitive, emotional, and physical development of the child during the years of early childhood. Moreover, efforts are likely to be directed towards revitalizing relationships between the family and the school so that the family and the school can work together to promote the well-being of the child. Programs along these lines are being developed and introduced widely overseas, and there is growing recognition that the fostering of such programs is urgently needed in Australia.

7.20 The changes that have occurred in the provision of increased early childhood services in Australia have resulted in a marked expansion in institutionalised pre-schools. Nevertheless, it has been particularly heartening in South Australia to note the wide range of complementary services that have been developed largely as a result of initiatives at the level of the

local community. The formation of playgroups and a range of child care programs to meet local needs and circumstances and the establishment of toy libraries are indicative of preferred trends. There is, however, a need for further advances in services relating to health, the early diagnosis of handicaps, and the educational and medical programs necessary to correct recognised deficiencies in the child's growth and development. Likewise, there is a need to establish new support services for children that seek to guarantee the rights of children and to promote child welfare.[7] New services of this kind would seem to develop best from within the community and at the local level. However, it is evident that such innovatory services frequently require small amounts of money in order to help them get established. The Committee would envisage the emergence of a panoply of services, less formally organized then has commonly occurred in recent years, but developing in response to local community needs. These services which would tend to be directed towards the health, education and welfare of children under four years of age would require new perspectives and new strategies if the services are to thrive and spread widely. There is little doubt that many of these services must evolve through the joint efforts of small agencies working with the family, in response to initiatives at the local community level.

7.21 There is, nevertheless, an urgent need for some more formally administered programs to meet the needs of disadvantaged groups in our society: Aborigines, newly arrived migrants, children of women in refuges, children living in isolated regions, children living in poverty, and children who have a recognised physical, mental or emotional handicap. The Childhood Services Council is well aware of the need for such services and in its submission outlined some of the ways it would seek to promote such programs if funds were available. It would seem that some opportunities could arise in South Australia for the development of these programs through the utilization of unused facilities of the Education Department and the Kindergarten Union, as these became available in certain areas through declining enrolments. The Committee would suggest the formation of Early Childhood Development Complexes, similar to those that have been experimented with in Victoria, or of centres similar to the Combined Nursery Centres in England[8] to provide a range of different services from the one centre for children aged from 0 to 6 years.

The Future of Childhood Services in South Australia

7.22 In some of the submissions that the Committee has received there has been a questioning of whether, in the face of declining support from

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7 The recent amendment to the Community Welfare Act is a move in this direction that has taken place during 1980.

8 See E. Ferri, Combined Nursery Centres, London: Macmillan, 1981.

the Commonwealth Government for pre-school programs, there is a need for the Childhood Services Council to continue. On the contrary, the Committee believes that over the next decade there will be a demand for an expansion of the range of support services provided at the early childhood level. These services could only be provided economically and with adequate coverage across the State if there were an organization available to co-ordinate and promote their growth and development. However, the provision of such services through institutionalised programs is known to be extremely costly. Thus in the present economic situation there is little reason to believe that large-scale comprehensive programs could be implemented in the near future. What would appear to be required is the development of a range of self-supporting, self-help programs arising at the level of the local community that would be concerned with health, care and education of the child during the years from 0 to 6. Some government funding will be required to assist with the development of these programs.

7.23 If maximum use is to be made of the facilities already available in the community, then the dissipation of resources, which would arise if several departments of state and other independent agencies were to pursue their own paths in a disintegrated and competitive manner, must be prevented. However, the Committee has rejected a proposal that a new bureacratic agency should be established to integrate both current and future services. It would seem more appropriate to the Committee that the work of the Childhood Services Council should be facilitated, by establishing it with legal standing, but with closer contact with the Minister of Education than it now has. The proposal to establish an Office of the Minister, provides an opportunity for the reconstituted Childhood Services Council to work in close collaboration with this Office, while still maintaining an independent existence. It is not envisaged that the number of staff employed by the Council should increase. Indeed, it is possible that there could be some savings through the use of the services of the Planning and Research Group for the making of demographic projections and the monitoring of population changes, and through the use of contracting procedures. The Committee believes that further consideration should be given to the question of whether the Childhood Services Council should be established as a statutory authority with the right to raise funds for developmental purposes through loans. It is possible that there are other ways in which monies could be obtained for the limited amount of expenditure on capital development that is likely to be required in the foreseeable future.

Accordingly, the Committee, RECOMMENDS that :

R7.1 the Childhood Services Council of South Australia should be legally established under its own Act as a body to advise the Ministers

of Education, Health, and Community Welfare on developments in the provision of early childhood services within the State, and on the disbursement of monies to enable the provision of such services to be maintained and where appropriate expanded.

7.24 The Kindergarten Union of South Australia has been established as a statutory authority primarily for the purpose of providing pre-school services across the State. However, its functions are not restricted solely to this purpose and it would appear well able to provide other types of early childhood services. The Kindergarten Union has a long and distinguished history of serving education in South Australia and gains much of its strength for the support that it receives at the local community level from the committees that accept responsibility for the conduct of each kindergarten. The Committee believes that the Kindergarten Union could not be effectively incorporated within the Education Department without a marked deterioration in the services that it provides. Nor could the Child/Parent Centres conducted by the Education Department be effectively linked with the Kindergarten Union. Thus there would not appear to be benefits arising from the amalgamation of these two providers of pre-school services. There would appear to be some advantages for the administration of the affairs of the Kindergarten Union if it were to receive a block grant at the beginning of each year. Nevertheless, from an examination of the Annual Report of the Kindergarten Union, the Committee found it extremely difficult to obtain a clear picture of the financial affairs of the Union. The Committee has also noted from the submissions that it has received that there is some conflict of interests both within the Board of Management of the Kindergarten Union and between the Board of Management and the Kindergarten Union Council. If the strength of the Kindergarten Union of South Australia lies in the support it receives at the local community level, then the committees of the kindergartens, which have representation on the Council of the Union, should have a more direct voice in the administration of the affairs of the Union. It has not been possible for the Committee to propose a solution to the problems that exist, but it is aware of the need for their resolution, if necessary, by changes in the manner in which the Board of Management is appointed and in the Act establishing the Kindergarten Union of South Australia. Furthermore, the Committee believes that there are some economies that could be made by the Kindergarten Union in its planning services and maintenance of facilities programs. Consequently, it is also suggested that the Kindergarten Union should investigate ways in which it could make economies in these and other areas, perhaps through the use of a consultant to examine and advise on its use of recurrent resources.

Accordingly the Committee RECOMMENDS that :

R7.2 (a) consideration should be given at some future time to the award by the Childhood Services Council of a specific annual grant to the Kindergarten Union of South Australia together with supplementary funding for the undertaking of approved new initiatives;

(b) an examination should be made of the composition of the Board of Management of the Kindergarten Union of South Australia and the manner in which the Board is appointed, so that any conflicts of interest between the Board and the Kindergarten Union Council might be resolved; and

(c) an examination should be conducted and advice be provided to the Kindergarten Union of South Australia on the more effective use of the recurrent resources it receives, and more appropriate procedures should be developed by the Union for the reporting of its financial affairs.

The Training of Personnel

7.25 The sharp distinctions that have existed in the past between pre-school centres, childcare centres, and a variety of other services associated with the promotion of the health, education and welfare of the young child would appear to be rapidly disappearing. This is supported by evidence that all the major agencies providing early childhood services in South Australia are responsible for both child care and pre-school programs. The Committee believes that in the training of personnel to work in the existing centres, and those who supervise such activities as toy libraries, playgroups and family day care programs there is a need for health, welfare and educational components. Nevertheless, it is essential that such training programs be integrated around courses that focus on early childhood development viewed from physical, psychological and pedagogical perspectives. The Committee also believes that the training programs required should bear little relationship to those associated with preparation for primary and secondary school teaching, but should have a sufficiently broad coverage to enable a graduate of an early childhood education course to work in any section of the general early childhood field.

7.26 The Committee notes with some concern that in recent years the early childhood education courses that were developed in this State over a long period are being permitted to disintegrate. This, we believe, has happened through a failure to recognize the nature of the training likely to be required in the future to maintain a wide range of early childhood services. In addition, those courses that were developed to prepare personnel to work in child care centres have come under threat, largely because it is uneconomic to run courses

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of different types in different institutions that cater only for small numbers. While courses conducted within colleges of further education are the concern of this Committee, those conducted within colleges of advanced education are largely outside this Committee's terms of reference. Nevertheless, the Committee believes that it should at this time speak out strongly to argue that new types of courses are likely to be required in the years ahead to provide persons capable of conducting a variety of programs. The services likely to be required include: parenting programs, family education programs, supervising work in playgroups, toy libraries, remedial education centres for young children, child care centres, and family day care programs; diagnostic clinics where the learning problems of children are identified at an early age; health and welfare centres; and traditional pre-school centres. Moreover, the Committee cannot envisage that some of the short-term courses that have been conducted in the past for personnel with no previous basic training in the field, have been adequate preparation for the range of tasks likely to be required of the future.

Accordingly, the Committee RECOMMENDS that :

R7.3 consideration should be given to establishing a special centre, linked closely with existing post-secondary education institutions but readily accessible particularly to students from less advantaged districts, that will provide a range of courses at the degree, diploma, associate diploma, post-diploma and certificate levels in fields relating to the provision of education, health and welfare services for young children.

The Committee notes with concern that these matters do not appear to have been considered by the many committees of enquiry into teacher education that have reported from different parts of Australia in recent months.

Inservice Education

7.27 At a time of change and of the building up of new knowledge about children, about their educational, emotional and physical needs, and about the contribution that the family makes in the upbringing of the child, it is increasingly necessary that advisory and inservice education programs be maintained for all who are working in the early childhood field. It has been unfortunate that, in the concern for the inservice education of teachers which resulted from the programs funded by grants from the Schools Commission, consideration could not be given to the needs of workers in pre-school and childcare centres. Some attention has been given to their needs by the advisory service staff of the Kindergarten Union who have had something of

a supervisory role as well as an inservice role to fulfil. In addition, the Kindergarten Union has in recent years established and maintained an excellent and attractive Teachers Centre in a central location to enable the staff of the Union to have ready access to books, journals, video-recordings, film and other materials, as well as informal help and advice from the staff of the Centre. Nevertheless this Centre could play a more important role in the early childhood field by providing a service to all sectors. However, it is unfortunately a consequence of the divisions between the four major agencies for the delivery of early childhood services in the State, that each agency is not able to maintain adequate supervisory staff and inservice education programs. Furthermore, child care and pre-school staff are at a disadvantage, in so far as they frequently work in twos and threes in small centres, rather than as members of a larger team as in a school. In addition, they frequently work in isolated areas, well removed from the main administrative centre that is in Adelaide. It is not economically possible for each agency to maintain a supervisory and advisory service together with an inservice education program to assist all staff who are scattered across the State. Nevertheless, it is essential that some provision for such services should be established. The Committee believes that the most effective way for such advisory and inservice programs to be maintained would be for the staff employed for these purposes to work from the ten Regional Offices that have been established by the educational system across the State. Thus, it would seem appropriate that those staff who provide the advisory and inservice programs should be recruited and employed by the major agencies working in the field, but they should work together in each of the ten Regional Offices that currently exist within the State educational system.

Accordingly, the Committee RECOMMENDS that :

R.7.4 (a) the Kindergarten Union, the Education Department, the Catholic Education Office, the Health Commission, and the Department for Community Welfare should jointly establish and support supervisory, advisory, and inservice education programs for all workers in centres providing early childhood services in the State;

(b) the supervisory, advisory, and local inservice programs so established should be conducted from the ten Regional Offices already established to serve education in the State.

7.28 The Committee recognises that a case might be advanced that there are major differences in philosophy and approach in the conduct of pre-school [illegible]es, child care centres, playgroups and the other types of services currently provided. However, the Committee notes that the compartmentalisation into such categories would seem less appropriate than formerly, and has become

increasingly difficult to sustain. Under such circumstances, it is argued that, while some differences in approach might still exist between the different agencies, the use of common supervisory, advisory and inservice education staff would assist in the development of a more integrated and co-ordinated service than might develop if mindless competition existed between the different centres. The Committee also considers it important that the privately owned pre-school and child care centres should have access to these services in the same way and to the same extent as exist for those who are employed by different government agencies.

7.29 In Chapter 6 reference has been made to the setting up of Committees on Early Childhood Education Services in each of the regions. These Committees would relate to the Regional Education Councils and to the supervisory, advisory and inservice education programs that we have proposed should be established in paragraphs 7.27 and 7.28. Little more needs to be said at this point except that the Committees can play an extremely important role in ensuring that the supervisory, advisory and inservice education programs function effectively and provide the necessary help and assistance to those responsible for the conduct of the different types of early childhood centres in a region. The Committee recognizes that there may be certain administrative problems in the provision of the supervisory, advisory and inservice programs, but it believes that the regional Committees can do much to support the programs that we have proposed.

The Registration of Centres and Personnel

7.30 In recent years it has become necessary for legislation to be introduced to provide for the registration of teachers and of schools. The schools that are conducted by non-government bodies and as private institutions have been of particular concern. The Committee has also noted the brief discussion and the qualifications expressed in the Report of the Community Welfare Advisory Committee on the Delivery of Community Welfare Services in South Australia on the selection procedures employed in the recruitment of Family Day Care-givers.[9] Furthermore, the distinctions that could once be drawn between pre-schools and childcare centres, whether supported by government funds or privately owned, are no longer clear nor can be drawn with any certainty. Consequently it would seem essential that an extension of the registration procedures currently carried out by the Department for Community Welfare should be proceeded with. Moreover, while it is not envisaged that some financial support should be given to privately owned childcare centres in

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9 Report of the Community Welfare Advisory Committee on the Delivery of Community Welfare Services in South Australia, 1980, op. cit., p. 100.

the immediate future, it would seem likely that with rising costs, with a growing need to ensure that only qualified personnel are working in these centres, and with an expansion of the financial support being given to schools, there will be, in the foreseeable future, a demand to assist these childcare centres in a manner similar to that currently operating for non-government schools. The provision of such financial assistance is difficult to administer unless all early childhood centres and personnel are registered.

Accordingly, the Committee RECOMMENDS that :

R7.5 a register of all centres providing early childhood services and a register of all staff working within early childhood centres should be maintained and that the licensing of centres and the compilation of both registers in future should be undertaken by the Childhood Services Council.

CHAPTER 8

THE EDUCATION DEPARTMENT AS AN ORGANISATION

Introduction

8.1 During 1975 and 1976 the Education Department was successively restructured from an organisation based on teaching divisions to one in which functional divisions were introduced to ensure the effective working of the Department along functional lines. Following the publication of the report of the Committee of Enquiry into Education in South Australia in 1971, the Teacher Education and Services Division had been dissolved, since teacher education had become a responsibility of autonomous colleges, and a Directorate of Further Education had been created, prior to the establishment of a separate Department of Further Education. In addition, a Division of Research and Planning was established to combine together the Research Branch and the Planning Branch which were already operating.

8.2 The transfer from an organisation based around teaching divisions to one involving functional divisions has been successful in so far as it has permitted the greater devolution of responsibility to schools and greater decentralisation of control to the Regional Offices. However, in 1979 a Restructure Review Working Party was set up within the Education Department with terms of reference that contained the following introductory statement:

> In the light of the need to reduce expenditure to scale down the level of administrative overheads for education, review the Education Department's operations in the delivery of human and physical resources to schools ... [1]

It should be noted that the Education Department was from early 1979 considering the need to reduce its central administrative costs. The report of the Working Party was presented in April 1980, but only a few of its recommendations have been implemented. Decisions on many of the important recommendations in the report have been deferred pending the completion of the present Committee of Enquiry.

8.3 In successive stages, as already briefly outlined, the Education Department has over a period of 10 years established 10 Regional Offices and some of the decision making in the Department has been passed from the Central Office to the 10 Regional Directors. The present Committee of Enquiry has in Chapter 6 of this report endorsed in principle the continuance of the policy of regionalisation, and has suggested ways in which this policy

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[1] Restructure Review Working Party, Report of the Restructure Review Working Party, 1980, para.2.01.

Table 8.1 Number of Staff Employed in Central and Regional Offices of the Education Department from 1976-77 to 1980-81

Type of Staff / Year	Staff Employed in Regional Offices			Staff Employed in Central Office			Total Staff Employed		
	Public Service	Teacher and Support[a]	Total	Public Service	Teacher and Support[a]	Total	Public Service	Teacher and Support[a]	Total
1976/1977	140	NA	NA	797	NA	NA	937	NA	NA
1977/1978	170	140	310	737	285	1022	907	425	1332
1978/1979	230	140	370	661	289	950	891	429	1320
1979/1980	249	144	393	627	280	907	876	424	1300
1980/1981[b]	274	132	406	596	261	857	870	393	1263

Source: Education Department
Public Accounts Committee, Report on Accountability in the Education Department and Schools, December 1980

Notes: [a] These staff comprise seconded teachers, advisory staff and support staff.
[b] These figures are actual numbers of staff for February 1981.

might be developed through the establishment of Regional Education Councils and the transfer of certain further duties to the Regional Offices. Thus the Committee envisages an extension of the responsibilities of the Regional Directors of Education with some increase in the number of established positions within the Regional Offices to enable these officers to carry out new duties and accept the additional responsibilities delegated to them.

8.4 In Table 8.1, the numbers of staff employed in the Central Office and the Regional Offices for the years 1976-77 to 1980-81 have been presented. It will be seen from the figures recorded that there has been a steady building up of staff working in the Regional Offices and a steady fall in the numbers of staff employed in the Central Office. In addition, it will be noted that there was an overall decline in the total numbers of administrative staff from 1976-77 to 1980-81. It will be recalled that Restructure Review Working Party was required by its terms of reference to consider ways in which expenditure might be reduced through a reorganisation of the administrative structure of the Department, particularly in the Central Office. Thus, for the 1980-81 financial year, as is consistent with this Review, there has been a substantial reduction in the total size of the staff of the Central Office of the Department, associated, in the main, with a decrease in the number of staff working within the Curriculum Directorate, an increase in the number of staff working in Regional Offices, and a further overall decline in the number of staff engaged in administrative duties.

8.5 Overall there was a 7 per cent reduction in staff employed under the Public Service Act across the years 1976-77 to 1979-80 that was

commensurate with a seven per cent reduction in the total student numbers over the same period, and there has been a corresponding reduction in the numbers of seconded teachers, advisory staff and support staff engaged in administrative duties. The Committee would anticipate a continuation in the trend of relocating staff from the Central Office to the Regional Offices, to enable the Regional Offices to undertake increased responsibilities.

8.6 It has been noted by the Public Accounts Committee from the Report of the Restructure Review Working Party that the Curriculum Directorate contained nearly 550 established positions. Many of these personnel were working in special branches and centres providing auxiliary services. In addition, the Curriculum Directorate was served by 36 curriculum committees that involved approximately 600 persons, who were mainly teachers from schools, but contained representatives from other sections of the Education Department. These committees have provided guidance for the development of school curricula in the main subject areas. The Public Accounts Committee considered it essential that the organisation of the massive Curriculum Directorate should come under review and proposed that all curriculum development activities should be costed separately and that suitable operating budgets should be established for each subject area.[2]

Suggestions for Reorganisation

8.7 The Committee of Enquiry has examined the Public Accounts Committee Report, the Report of the Restructure Review Working Party, and the submissions it has received and after taking these into account wishes to make some proposals for the reorganisation of the Education Department. There would appear to be four functional areas that need to be provided for within the Department. These areas involve curriculum, personnel, facilities and buildings, and finance and management. Thus the Committee would envisage a service division associated with each of these four areas. There is, in addition, a major organisational and administrative task for the Central Office of maintaining working contact with the Regional Directors to whom responsibility for the administration of the schools has been delegated. At the present time the administrative structure of the Department involves a bifurcation at the level associated with the administrative duties and responsibilities of the two Deputy Directors-General, one of whom is responsible for the area of schools and the other for the area of resources. However, this subdivision of responsibilities would appear to separate the service divisions in an unnecessary and undesirable way. In addition, it would appear that this type of separation was a factor that

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2 Public Accounts Committee, Report on Accountability in the Education Department and Schools, December 1980, pp. 95-101.

led to the establishment of the very large Curriculum Directorate, and relatively small directorates associated with some of the other service divisions. A further anomaly that currently exists is the dual line of responsibility that the Director of Personnel has to the Deputy Director-General (Schools) for staff development and to the Deputy Director-General (Resources) for other matters associated with staffing.

8.8 If in future a relocation of staff is to take place from the Central Office to the Regional Offices, it could be carried out through the transfer of staff to the Regional Offices from some of the special service units, that are at present within the Curriculum Directorate. In addition, a substantial restructuring of some of the special service units could well take place. The Committee envisages that in future the Deputy Director-General (Schools) would assume responsibility for the supervision of the 10 Regional Offices and for the renamed Regional Service Units, such as the Wattle Park Teachers Centre, the Educational Technology Centre, the School Libraries Branch, the Guidance and Special Education Branch, the Multicultural Education Branch, the Physical Education Branch, the Music Branch and such other small units that provide special services to the schools and that are currently within the Curriculum Directorate. With this realignment of responsibilities, for example, the programs of staff development and inservice education could be readily conducted through the Regional Offices and with the assistance of the staff of the Regional Service Units including the Teachers Centre, and the newly established Inservice Education Branch. From this example it will be seen that the amalgamation of these two areas of responsibility, the Regional Offices and the Regional Services, under the Deputy Director-General (Schools) would enable greater efficiency and greater flexibility to be achieved in the provision of services to schools.

8.9 The Curriculum Directorate at the present time would appear to be unwieldy and to lack a specific focus on the improvement of the curriculum of the schools. In order to provide a more clearly defined direction to the work in this area, the Committee considers that a service division should be established that would be concerned with curriculum research, development and evaluation. At the present time the research activities of the Education Department are being conducted within a Directorate of Research and Planning. The Report of the Resturcture Review Working Party recommended that this Directorate should be abolished.[3] This Committee has not received submissions from the Education Department or from persons within the Department that

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3 Restructure Review Working Party, 1980, op. cit., para. 6.01.

effectively counter this strong resolution of the Working Party, and thus has had no evidence placed before it that would lead it not to accept this recommendation of the Working Party. It is generally acknowledged that the research program of this Directorate is diffuse, and its more effective work is being done in the areas of curriculum research, curriculum evaluation and the evaluation of the organisation and operation of individual schools. Under these circumstances the proposal of the Working Party that the relevant work in the research program of the Directorate should be transferred to the Curriculum Directorate has much to commend it. The transfer of both the areas of research and evaluation to a reconstituted Directorate concerned with curriculum research, development and evaluation would, it is hoped, lead to a tightening of the work of curriculum development by ensuring that the contributions of both research and evaluation were neither ignored nor overlooked. Further, it is probable that some of the staff currently working in the areas of evaluation and research would be more appropriately located in Regional Offices or on inservice education programs because their current activities appear to be and more directly related to dissemination and the promotion of change.

8.10 It is envisaged that in future years the Directorate of Personnel will need to fulfil the important function of advising Regional Directors and schools on the availability of staff, some of whom will be relocated because of declining enrolments. The relocation of staff will need to be carried out with considerable diplomacy and tact. It could involve not only the movement of staff from one region to another, including movement from metropolitan to non-metropolitan areas, but also the movement of staff across levels of schooling and across levels of appointment in order to minimize disruption to the careers of staff involved.

8.11 The Directorate of Educational Facilities should, the Committee believes, continue to function largely in the manner in which it has operated in recent years. Nevertheless, it has been noted that the recommendation of the Committee of Enquiry into Education in South Australia in 1971 regarding the organisation of the work associated with building and maintenance of schools through the Minister of Education, rather than through the Public Buildings Department as occurs at present, was not implemented.[4] No information has been provided to this Committee to indicate why this recommendation was not followed through. Furthermore, this Committee notes the recommendation of the Public Accounts Committee of the South Australian Parliament in 1980 that,

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[4] Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 486-489.

in order to improve the accountability of the work undertaken by the Public Buildings Department, the not insignificant item in the budget for the provision of expenditure on the maintenance of school buildings should be transferred from the Public Buildings Department to the Education Department.[5] This Committee sees substantial advantages in such a transfer from one department to another, in so far as it would probably be accompanied by some savings in expenditure, and as suggested by the Public Accounts Committee a greater degree of accountability. The Committee proposes that this matter be examined in greater detail before a final decision is made.

8.12 The Committee envisages that the Directorate of Management and School Services should continue to function as it has done in the past. However, the Committee notes that acceptance of the recommendation of the Public Accounts Committee concerning the provision of statements of expenditure on a monthly basis to schools, together with the acceptance by the schools of greater responsibility for managing their own financial affairs, would change the nature of some of the work undertaken within this Directorate. In principle, this Committee supports the devolution of responsibility to schools and Regional Offices for managing a greater component of the expenditure incurred by the schools and considers it desirable that the necessary changes to procedures and practices should be gradually introduced.

8.13 In Figure 8.1 the proposed organisational structure of the Education Department is shown. It will be noted that the Deputy Director-General (Schools) has responsibility for two smaller administrative units, associated with the Regional Division and the Regional Services Division each under the supervision of an Assistant Director, that co-ordinate the activities of the 10 Regional Directorates and of the eight major and several minor Regional Services Centres and Branches. The four functional Directorates are under the direction of the Deputy Director-General (Resources). The two Deputy Directors-General together with the four Directors of Curriculum Research, Development and Evaluation, Personnel, Facilities and Buildings, and Finance and Management would form an effective corporate management group to administer the affairs of the Department. A further simplification in the organisational structure, which could take place at a later stage when the Regional Directorates are fully established, and when the Regional Services Centres and Branches are effectively co-ordinated with the activities of the Regional Directorares, would be to examine the possibility of amalgamating Deputy Director-General of Education into one position. It is not envisaged that this change should take place for a period of at least

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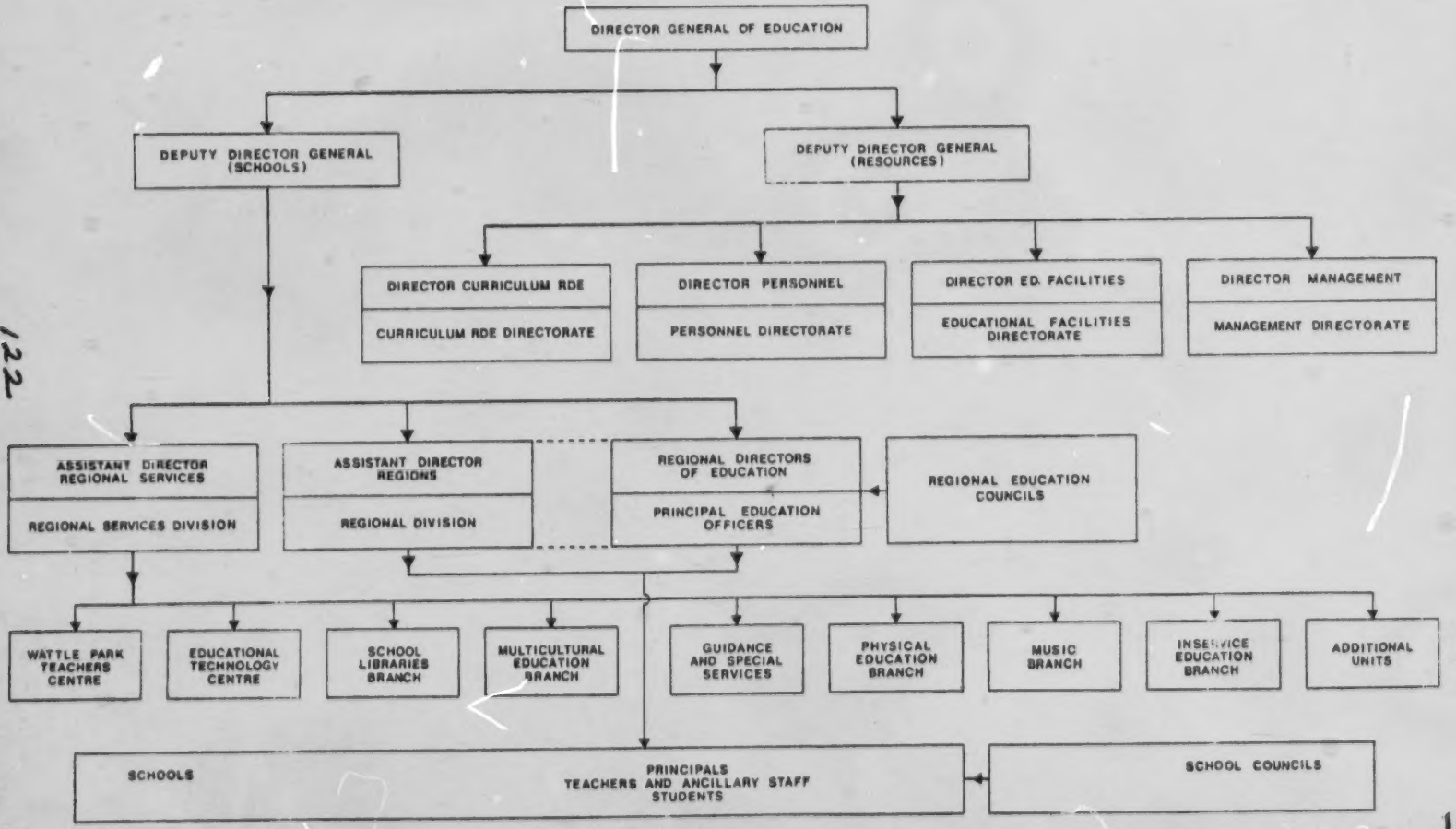
5 Public Accounts Committee, 1980, op. cit., p.108-111.

Figure 8·1

PROPOSED ORGANISATIONAL STRUCTURE OF THE EDUCATION DEPARTMENT



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five to ten years, but could possibly be introduced after that time.

Accordingly the Committee RECOMMENDS that :

R8.1

(a) the Deputy Directors-General, and the four Directors responsible for the functional directorates should, together with the Director-General, form a corporate management group to administer the affairs of the Education Department;

(b) four functional directorates should be maintained under the general direction of the Deputy Director-General (Resources) to undertake duties in the four areas of curriculum research, development and evaluation, personnel, facilities and buildings, and finance and management;

(c) the Deputy Director-General (Schools) should accept responsibility for the operation of the 10 Regional Directorates and that an Assistant Director (Regions) should be appointed to co-ordinate the activities of the Regional Directorates;

(d) the Deputy Director-General (Schools) should accept responsibility for Regional Services and an Assistant Director (Regional Services) should be appointed to co-ordinate the provision of special services to schools through the Regional Directorates;

(e) the Deputy Director-General (Schools) and the Assistant Director (Regional Services) should give consideration to the restructuring of the specialised service centres and branches to ensure that they provide services to the regional offices as economically and as effectively as possible;

(f) the Directorate of Research and Planning should be dissolved with the planning and research activities being transferred to other Directorates.

The Curriculum of the Schools

8.14 In the preparation of this first report, time has not been available to consider and discuss in detail the manner in which the Directorate of Curriculum Research, Development and Evaluation would operate and how the work of the directorate would be related to curriculum development activities of the schools. Nevertheless, the Committee believes that in this first report it is necessary for it to make some preliminary statement on the curriculum of the schools, prior to elaborating on this statement in greater detail in a second report later in 1981.

8.15 The Committee acknowledges the concern that exists within the community with respect to the curriculum offered by the schools. Nevertheless it endorses the policy that each school should have flexibility to develop an appropriate curriculum to serve the abilities, aptitudes and interests of the students in the school. However, it would seem to be necessary to design and implement a curriculum at the school level rather than at the level of the individual teacher, since as students move through a school they are taught by different teachers. A school curriculum co-ordinated across year levels is highly desirable for the long-term development of students generally, and possibly essential in areas of the curriculum where sequential learning is prominent.

8.16 Furthermore, since it is becoming increasingly common for students to transfer from one school to another, the Committee believes that it is essential that guidelines should be prepared for schools to use in developing detailed courses of instruction in those areas of the curriculum where there is a clearly defined learning sequence. Without the necessary curriculum guidelines there is the likelihood that schools will diversify their teaching programs to such an extent that students will encounter serious learning problems when they move from one school to another.

8.17 The Committee recognises that there are certain basic skills that provide a sound foundation for continuing personal development and further learning. They include reading, writing and oral communication skills and the skills associated with working with the relationships of number, quantity and space and the inter-relations between them. There are, in addition, certain essential learnings and experiences that are needed by all youth before they leave school, if they are to live and function effectively in our society. These essential learnings and experiences are associated with the cultural, political, economic, social, family and interpersonal life of Australian society. The Committee believes it is important to allow the schools flexibility to present these learnings and experiences to children at the appropriate stages in the children's development. Thus while the schools have flexibility to teach each child according to his prior learning and current needs considered in terms of cognitive, emotional and physical development, the schools also have a responsibility to ensure that all children acquire the basic skills and encounter the essential learnings and experiences before they leave school. However, the total curriculum of the school is far greater than the basic skills and this body of essential learnings and experiences, and there is a wide range of further studies that should be provided if all students are to be given the opportunity to develop their talents to the full.

8.18 The State in supporting public and private education must first acknowledge the rights of all children to have access to a broad range of worthwhile knowledge and experiences. Secondly, the State must enable all its members to participate equally in the affairs of the State and in different aspects of contemporary life. Already, we have noted in Chapter 4 the dangers of producing in our society an 'educational underclass' who are unable to gain employment because they lack the necessary skills and knowledge required to undertake the work demanded of them. However, gainful employment is only one of the many activities that individuals engage in within our society. Thirdly, if our society is to maintain its current extremely high standard of living, it is necessary for each individual member of society to contribute to the full towards the welfare of society. Only by lifting the general level of competence through the education of all members of society and by extending all students, including the most able, will our society successfully maintain and hopefully advance the living conditions of its members.

8.19 It is we believe the responsiblity of the Directorate of Curriculum Research, Development and Evaluation to prepare and provide to all schools guidelines not only for the common curriculum of the schools but also for the broader range of learnings and experiences that are needed to extend the most able. Furthermore, the Directorate of Curriculum must make available to schools through the Regional Services and the Inservice Education Branch the ideas and the educational materials that are necessary for the schools to teach effectively to the guidelines that have been specified. This does not deny a school the right or the opportunity to teach in a way surpassing that permitted by the use of such material. However, it does provide for each teacher and each school an approach to teaching that is known to work and to work well. It is clearly a responsibility of the educational system through the Directorate of Curriculum Research, Development and Evaluation to do just this. The system should, however, through the other services it provides enable each individual teacher and each school to do more if they so choose. These matters will be considered in greater detail in the second report of the Committee.

Accordingly the Committee RECOMMENDS that:

R8.2 a Directorate of Curriculum Research, Development and Evaluation should be established that would accept responsibility for the preparation of curriculum guidelines and the necessary curriculum materials to enable teaching and learning to take place in schools in a manner consistent with those guidelines.

In its second report the Committee will give more detailed consideration to the manner in which the Curriculum Research, Development and Evaluation Directorate would operate in relation to the Regional Services Division and the Regional Division.

CHAPTER 9

TECHNICAL AND FURTHER EDUCATION

Introduction

9.1 Following the publication of the Report of the Committee of Enquiry in South Australia in 1971 a Directorate of Further Education was formed in 1972 and subsequently in 1974 a separate Department of Further Education was established under the direction of a Director-General of Further Education with direct access to the Minister of Education. However, the newly formed department was not given legal status until legislation was passed in 1976.

9.2 The Commonwealth Government first assisted the development of technical education in the States by making grants for capital equipment and buildings for technical colleges in 1965. However, it was not until the publication in 1974 of the report of the Australian Committee on Technical and Further Education (the Kangan Report) that the needs of the technical and further education sector became widely recognised.[1] Additional financial assistance for the recurrent costs of technical and further education have been made available by the Commonwealth Government through the Technical and Further Education Commission for the development of technical and further education in the States from 1974 onwards. Subsequently the establishment of the Tertiary Education Commission in 1977, in which the Technical and Further Education Council was formed as a section of the Commission, continued the evolutionary process, by means of which the Commonwealth Government provided support and assistance for technical and further education in the States. This development has tended to remove the technical education field further away from its place of origin within education departments and alongside schools, by firmly establishing a post-secondary or tertiary sector of education which now includes technical and further education.

9.3 The expansion that has taken place in the work of the Department of Further Education in South Australia since 1972 when reorganisation of the Department was first undertaken is recorded in Table 9.1. Table 9.1 presents the numbers of students enrolled in technical and further education programs in South Australia for the years 1972 to 1980. The total number of enrolments has increased by 71 percent with a peak being reached in 1977. It is important to note that the total enrolment figures have not been adjusted to allow for those students who enrolled in more than one course.

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1 M. Kangan, (Chairman), Technical and Further Education in Australia, Canberra: AGPS, 1974.

Table 9.1 Numbers Enrolled in Technical and Further Education Courses Conducted by the Department of Further Education in South Australia: Years 1972 to 1979

Year	Stream 1 Professional	Stream 2 Para-Professional	Stream 3 Basic Trade	Stream 4 Other Vocational	Stream 5 Preparatory	Stream 6 Enrichment	Total[a]
1972	286	12,489	7,640	7,798	7,770	42,557	78,540
1973	243	13,903	7,984	8,810	11,262	36,012	78,214
1974	673	17,897	8,578	13,925	14,082	34,148	89,303
1975	557	19,926	9,160	16,143	13,440	35,713	94,939
1976	2,356[b]	24,944	9,486	25,299	16,466	45,310	123,861
1977	2,557[b]	30,153	10,065	25,409	24,542	46,925	139,651
1978	536	27,084	9,691	25,327	25,548	48,485	136,671
1979	469	28,763	9,516	22,931	25,537	47,334	134,550
	1978 Percentage of Total Australian Enrolments in TAFE in South Australia.						
	20.0	15.8	6.6	14.0	21.4	19.4	15.7
	1978 Average Annual Teaching Hours per Enrolment						
S.A.	4.3	11.1	34.7	3.6	5.4	3.3	7.5
Aust.	27.4	14.5	23.6	8.5	11.0	2.5	11.0

Source: Department of Further Education
Selected TAFE statistics 1978, Tertiary Education Commission, Canberra

Notes:

a The total enrolment figures have not been adjusted for those students who have enrolled in more than one course. The adjusted figure for 1978 is 123,264 and for 1979 is 125,455.

b Increased in 1976 and 1977 due to inclusion of Training and Development Branch Courses, which were subsequently reclassified to other streams.

9.4 It is of some interest to consider the relative proportion that the South Australian enrolments form of the total Australian enrolments in technical and further education courses. While the calculation of these proportions is undertaken with much reservation, because of the extent to which TAFE authorities in the different States make adjustments for multiple enrolments, and the accuracy with which enrolments are recorded and counted by different institutions and different States, it is nevertheless of value to make the comparisons which are recorded in Table 9.1. South Australia contains approximately 9 percent of the Australian population and a figure for the proportional enrolments in each stream of TAFE courses might be expected to be of this magnitude. However, for all streams except one the proportion is greatly in excess of the expected value of 9 per cent.

9.5 In Stream 3, concerned with training for basic trades and post-trade training, South Australia has only 6.6 per cent of the total Australian enrolments. It would appear that the State might be training less than its expected proportion of skilled tradesmen. However, this phenomenon is perhaps more apparent than real for, when allowance is made for classification differences from State to State, South Australia's share of basic trade training (excluding post-trade training) is about 8.0 per cent. This figure is still slightly below the 9 per cent expected on a state population basis. It is also notable that the average number of teaching hours per enrolment for Stream 3 in South Australia is considerably higher than the Australian average. While detailed data are not available to ascertain fully the underlying factors, it is thought that smaller average class sizes and longer basic trade training periods (since credit for pre-apprentice training is not available in South Australia to the same extent as in some other States) may be significant contributing factors as would the prevailing employment situation. Submissions received from certain industries would appear to suggest that a shortfall in the number of skilled tradesmen in certain areas already exists. The consequences of such a shortage occurring within the State would be of some significance if the State is to stimulate the rate of industrial and commercial development. It has been suggested, however, that substantial numbers of skilled tradesmen are not being retained in their industry for more than five years. As a consequence it is argued that the shortage of skilled tradesmen in certain industries is related not only to a shortfall in training, but also to an inability of those industries to hold the skilled tradesmen who have been trained. It would seem that these issues require close investigation if appropriate solutions to the present problems associated with the training of skilled tradesmen are to be obtained.

9.6 It is important to note in Table 9.1 the large and generally growing numbers of students enrolled in Department of Further Education programs in Stream 6 or enrichment courses. While the average annual number of teaching hours per enrolment would appear to be low, the Australian figure is lower still. It is clear that in South Australia the Stream 6 courses form a very important part of the teaching program of the Department of Further Education and that very substantial numbers of students are taking these courses. The numbers participating in these Stream 6 courses are approximately double that expected on a pro rata basis for the size of the population of the State, in comparison with other States which have other major providers of further and adult education courses besides TAFE. The Committee of Enquiry does not question the importance of the Stream 6 Enrichment courses for the general well-being of individuals within the State, particularly if such courses become an effective point of entry for women into the workforce as has been

Table 9.2

Distribution of Full-Time TAFE Enrolments (Streams 1-5) across the Australian States and Territories : Year 1979

	Full-time Enrolments	Percentage of Total Full-time Australian Enrolments	Total Enrolments	Percentage Full-time Enrolments of Total Enrolments	Proportion of Australian Population (June 1979)
N.S.W.	22,128	44.9	253,328	8.7	35.2
Victoria	13,616	27.6	146,236	9.3	26.7
Queensland	4,817	9.8	49,446	9.7	15.2
Sth. Aust.	1,561	3.2	91,170	1.7	9.0
West. Aust.	4,552	9.2	77,506	5.9	8.6
Tasmania	1,464	3.0	16,588	8.8	2.9
Northern Terr.	246	0.5	5,302	4.6	0.8
Aust. Cap. Terr.	870	1.8	14,883	5.8	1.5
Total	49,254	100.0	654,459	7.5	100.0

Sources: Technical and Further Education Council Selected TAFE Statistics, 1979 (Preliminary); ABS Cat. No.3201.0

suggested. Nevertheless, it is necessary to agree that such courses should not be conducted at the expense of programs which provide training in the basic trades and on which the industrial and commercial life of the State, in part, depends. Certain issues relating to Stream 6 courses have been considered further in Chapter 13 of this report.

9.7 The examination undertaken by the Committee of enrolments in technical and further education courses in South Australia has resulted in our attention being drawn to the very low proportion of students who are engaged in Department of Further Education programs and who are enrolled full-time. It is surprising that only between one and two per cent of technical and further education students are enrolled in full-time courses, while substantially greater proportions across Australia as a whole, and in New South Wales in particular, are taking part in full-time training programs. The evidence on which these comments are based is recorded in Table 9.2. The reasons why such a small proportion of technical and further education students in South Australia are engaged in full-time training is not immediately clear, but in seeking an answer some consideration would need to be given to the programs of training that are provided by the Department of Further Education and the conditions under which these programs can be taken. Part of the explanation may lie in the fact that other States offer a larger number of Stream 2 technician courses on a full-time basis whereby, initially, self-supporting students engage in the first stage of a course on a full-time basis and then seek employment and complete training on a part-time basis. A further feature in some of the other States is the greater extent to which

pre-apprenticeship and pre-vocational courses are taken on a full-time basis with credit being subsequently given in formal trade training programs. This does not occur to any significant extent in South Australia and indicates that South Australian employers probably bear a higher proportion of the training costs of their employees than is the case in other States where new young employees are often partly trained or can gain credit in formal trade training programs. A further feature that probably serves to show a lesser proportion of full-time enrolments in South Australian technical and further education courses is the incidence of private colleges offering full-time secretarial training, whereas in other States TAFE authorities are the major providers of these courses.

9.8 While the above comments would seem to imply some criticism of the manner in which the Department of Further Education has planned its courses and kept its enrolment statistics, the overall impression that the Committee of Enquiry has gained is that the Department has coped well during the past decade, is well organised and keeps excellent records of its enrolments, and watches carefully and thoroughly the developments that are taking place in its colleges. If further expansion is to occur in colleges of technical and further education in South Australia attention will need to be paid to the optimal in size of teaching groups and to the additional staffing requirements. The Committee is planning in the months ahead to investigate staffing policies in colleges of technical and further education.

The Future of the Department of Further Education

9.9 Some of the submissions received by the Committee of Enquiry have raised the possibility that considerable economies might be made in the provision of education in South Australia by the recombination of the Education Department and the Department of Further Education. The Committee believes that there will be a greatly increased demand for the full range of courses offered by the Department of Further Education because of a likely increase in the demand for persons trained at the skilled trades, technical, and sub-professional levels. Furthermore it believes there will be an increase in the demand for the retraining of personnel in order to upgrade skills or to transfer from one area of skill to another, where there is a serious shortage of persons with the necessary expertise. Furthermore, as has been noted in Chapter 3 of this report, there is likely to be a greatly increased demand for instruction in the field of technical and further education arising from the greatly increased numbers and proportion of the population of the State who over the next 20 years will move into the 25 to 55 age band. While in 1979, the ages of 25 per cent of the students enrolled in courses conducted by the Department of Further Education were not known, only 31 per cent of

the 75 per cent or slightly in excess of 40 per cent, of those whose ages were known, were under 25 years of age. It is clear that a majority of the students enrolled in the Department of Further Education are 25 years and over, and that any increase in the numbers and proportion of the State's population in this age band is highly likely to increase the number of persons enrolled in Department of Further Education programs. Under these circumstances the Committee of Enquiry considers that it would be inappropriate to revoke the decision of the Karmel Committee in 1971 to form a separate department concerned with technical and further education. This decision of the present Committee is supported by the knowledge that during the ten year period, the newly established Department of Further Education has shown itself to be capable of planned expansion, undertaking new developments in areas of importance, capable of developing new and sound methods of teaching to serve the needs of an adult age-group, and has built up an administrative system that appears to be economically and efficiently conducted.

9.10 The name of the Department of Further Education would appear to have been derived from terminology that was used in Britain in the late 1960s, and strongly advocated for use in Australia by both the Karmel and Kangan Committees. Unfortunately the implied emphasis on further education suggests to many a neglect of the technical aspects of post-secondary education and the needs of industry and commerce. In addition, the nomenclature that has developed in Australia since 1974 covers both the technical and further aspects of education, so that the educational services provided in South Australia through the Department of Further Education would appear to involve something different from what is taking place in other States. The Department itself, the Committee believes, would welcome a change in name, and it would seem to the Committee that such a change should take place.

Accordingly, the Committee RECOMMENDS :

R9.1 that the Department of Further Education should be renamed the Department of Technical and Further Education and that colleges of the renamed Department of Technical and Further Education should be known as Colleges of Technical and Further Education.

This resolution implies the continuance of the Department as a separate identity with its own Act, operating as a government department with direct access to the Minister of Education.

The Organisational Structure of the Department

9.11 The uncertainty that has arisen with respect to the possibility of a recombination of the Department of Further Education and the Education Department has resulted in the two positions of Deputy Director-General within

the Department of Further Education being filled by temporary appointments. While this situation has been highly unsatisfactory in some respects during the closing months of 1980, it has enabled some consideration to be given to an appropriate alternative structure for the Department.

9.12 The Department of Further Education is currently built around four functional directorates concerned with operations, educational services, planning and resources, and administration and finance. It is considered that the Department would operate more effectively if the Directors were to take on greater responsibilities in the four broad functional areas. Under these circumstances the present subdivision of the Department into two general divisions concerned with operations and resources would become redundant, and the appointment of a Deputy Director-General who would co-ordinate the work of the four directorates would appear to provide a more appropriate management structure. With this reorganisation, involving the dissolution of the divisional structure accompanied by a strengthening of the work of the directorates, it would be necessary to raise the levels of appointment both for the single Deputy Director-General and for at least two of the Directors.

9.13 Some comment would appear appropriate on certain aspects of the operation of the directorates, although it is to be regretted that the Committee has not been able to consider in depth the issues that are raised tentatively here. The Director of College Operations has to co-ordinate the work of the Department in 28 colleges and about 500 annexes and branch locations. However, the salary paid for the position of Director is marginally below that received by the principals of the 10 major colleges in the Department of Further Education. It would seem desirable that the position of Director of College Operations should attract a person who had, at least, had experience at a level equivalent to that of principal of a major college and thus the salary paid to the Director should be at a level recognisably higher than that of principal of a major college. It must be clearly recognised that, while each college has responsibility for its own management and finances, it is ultimately responsible to the Director of College Operations, who is accountable for the spending of public monies by the colleges within the Department.

9.14 The indications are that over the next decade there will be major responsibilities ahead for the Director of Educational Services to co-ordinate the revision of a substantial number of the courses offered by colleges prior to their accreditation by the Tertiary Education Authority of South Australia for recognition on an Australia-wide basis. This work of course development and accreditation has already commenced. In addition, developments in the

area of industrial and commercial training are likely to lead to the preparation of new courses and syllabuses and substantial revision of existing ones.

9.15 At the present time responsibilities for buildings and maintenance within the Directorate of Planning and Resources are shared with the Public Buildings Department and, unless this work was substantially reorganised, it would seem inappropriate to consider an upgrading of the position of Director of Planning and Resources. However, the work of this directorate also includes a planning and research component and consideration would need to be given as to how the planning and research for the division should be organised. It would seem appropriate for some of the research activity to be transferred or to be combined with curriculum development. A further change within this area is the anticipated establishment in Adelaide of the TAFE National Centre for Research and Development by the Australian Education Council as recommended by both the Kangan Committee in 1974 and more recently by the Williams Committee in 1979. The Centre as currently proposed is to be funded jointly by the Commonwealth and State Governments and is likely to include in its activities the analysis of skills required for various occupations, the review and evaluation of curricula and programs, the planning and development of learning materials, and the evaluation, development and promotion of technological aids for learning. When this Centre is established in Adelaide, it would appear more economical for the research efforts of the Department to be carried out in collaboration with the Centre rather than continuing to work as a small separate unit. The Department is already operating an information clearing house that is expected to link to the National Centre.

9.16 In common with other areas of South Australian Government activity in general, and of education in particular, the Department of Further Education is likely in future to be subjected to very close scrutiny of its expenditure. Moreover, the advent of program budgeting will require careful attention to effective mechanisms of reporting departmental activity. Without doubt these developments will have an impact on the operations of the Directorate of Administration and Finance which will have major responsibilities for implementation of appropriate financial and management systems. In addition, the Department will have to discharge its responsibilities for accountability in a way that would enable more informed assessments to be made by the governmental authorities and the general public. As part of that more informed examination, the Department would be wise to generate greater community involvement at the college level in budgetary supervision of the colleges' activities.

Thus the Committee considers it desirable that the Council of each college of technical and further education should establish a Finance Committee to provide the Council of the college with specialist advice on financial matters. Accordingly the Committee RECOMMENDS that:

R9.2 (a) consideration should be given to a reorganisation of the Department of Technical and Further Education, as it will be called, with the removal of one position of Deputy Director-General and the upgrading of the remaining position to a higher level;

(b) consideration should be given to increasing the level of appointment of at least two of the Directors of the Department because of the changing functions of the directorates and the increased levels of responsibility of the positions;

(c) the Department of Technical and Further Education should be required to establish procedures that will ensure improved accountability for the expenditure of recurrent resources by the colleges of technical and further education.

The Industrial and Commercial Training Commission

9.17 In an early section of this Chapter, attention was drawn to the possible shortfall in the number of persons being trained for work in skilled occupations. The reports of the Committee of Enquiry into Education and Training and the Committee of Enquiry into Technological Change in Australia have emphasised not only the changing needs in the training of professional personnel, but also the changing needs for trained workers at the subprofessional, technician, and skilled trades levels. More recently the DOLAC working party has made estimates of the prospective demand for and supply of skilled labour in specific areas during the coming years from 1980 to 1983. Their findings indicate an increased demand in at least three areas - the metal, the building and the electrical trades.

9.18 The traditional approaches to the training of skilled tradesmen through the apprenticeship system are undergoing substantial modification in other parts of the world. Attempts are being made to provide more flexible patterns of training, to promote the development of skills that are more appropriate for use with new materials and new methods of constructions and installation, and to facilitate retraining when new procedures are introduced. Training through the apprenticeship system in Australia would appear to be favoured by many youth.[2] However, there is a need for the development of

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2 See A.F. Wright, and F. Headlam, Youth Needs and Public Policies, Melbourne: Department of Youth, Sport and Recreation, 1976.

alternative approaches through accelerated apprenticeship programs, pre-apprenticeship and pre-vocational courses, sandwich courses with alternating periods of full-time training and full-time work, and full-time training programs where a firmer theoretical foundation is needed together with more detailed training in the use of sophisticated equipment.

9.19 In South Australia, for a variety of reasons, progress in the modification of apprenticeship programs has proceeded slowly. As a consequence of this and other factors there are indications of a probable shortfall in the number of skilled tradesmen available within the State at the time they are likely to be required. In order to remedy these matters the Department of Industrial Affairs and Employment in South Australia has proposed a series of measures to assist in rectifying an unsatisfactory situation. Of interest to this Committee is the establishment of a Council to Study Technological Change which will advise on the technological changes most likely to occur, the likely effects these will have on employment, the sections of the community which will most likely be affected, effective ways of smoothing the adjustment process for persons affected, and the need for retraining programs. In addition a Manpower Forecasting Unit will be set up with the responsibility of developing manpower forecasting at the State level. However, of particular importance to the Department of Further Education is the establishment of the Industrial and Commercial Training Commission which will co-ordinate, monitor and, where appropriate, advise on forms of industrial and commercial training. This new Commission which would be established under an Act of Parliament is likely to have a significant impact on the programs of the Department of Further Education, since it would be primarily concerned with training for skilled trades in the industrial and commercial fields, and would seek to develop new approaches to training in areas where apprenticeship programs are now operating.

9.20 The Committee believes that the Department of Further Education should welcome these developments as they establish direct connections with the forward thinking of employer associations, the United Trades and Labour Council of South Australia, the Department of Industrial Affairs and Employment and its Manpower Forecasting Unit, and the Council to Study Technological Change. While individual colleges of further education have in general developed strong links with the communities they serve, the Department of Further Education has not itself established an Advisory Council to provide advice on major areas in which training would be required within the State. From its submission the Department would appear to recognise the need at this time for such an Advisory Council. However, the Committee of Enquiry cautions against the establishment of a Council whose functions would appear

to overlap with that of the Industrial and Commercial Training Commission, and suggests that the Department should respond positively to the developments that will arise from the establishment of the Commission.

CHAPTER 10

THE UPPER SECONDARY SCHOOL AT THE CROSSROADS

Introduction

10.1 Attention has already been drawn in Chapter 3 of this report to the decline in the proportion of male students remaining to the final years of secondary schooling. Moreover, the levels of retention rates for Years 10, 11 and 12, particularly for male students, have failed to reach by a significant margin those predicted by the Committee of Enquiry into Education in South Australia only 10 years ago.[1] If youth were leaving school to gain employment and to enter the adult world of work and further education, the situation might be regarded as a healthy rejection of highly academically oriented programs of the upper secondary school. However, this departure from schools by male students, as indicated by a decline in retention rates over the past few years (see Table 3.4), is occurring at a time when significant proportions of youth are unable to find employment after leaving school. Thus the choice for many is whether they should continue at school or face several years of unemployment and intermittent employment.

10.2 It would be insufficient to build a case that questions the role of the present secondary schools just on the fact of changes in retention rates. There is, in addition, evidence from many sources within Australia (for example, Wright and Headlam[2]) of alienation with schooling by many young people from the age of 14 years onwards and a rejection of educational institutions. The evidence in Australia for non-enrolment, absenteeism and petty vandalism within schools is not well documented, yet it is believed to be substantially greater, particularly in large city schools, than is generally acknowledged. The view that the secondary schools are not meeting the needs of present-day youth is not unique to Australia, and the Committee of Enquiry was fortunate to be able to meet with Professor Torsten Husén of the University of Stockholm and discuss with him his recently published book The School in Question[3] which is a comparative study of the school, particularly the secondary school and its future in western societies. The phenomenon of rejection by many youth of the upper secondary school as it currently exists is not uniquely Australian but is shared with other developed countries, many of whom have very much higher retention rates to Years 11 and 12.

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1 See Committee of Enquiry into Education in South Australia, 1971, op. cit, p. 69.

2 A.F. Wright and F. Headlam, Youth Needs and Public Policies. Melbourne: Department of Youth, Sport and Recreation, 1976.

3 T. Husén, The School in Question. London: Oxford University Press, 1979.

10.3 A report on Schooling for 15 and 16 Year Olds published by the Schools Commission[4] in late 1980 argues that the current approach to schooling is dominated by the requirements and values of an academically oriented education. This orientation is being challenged from two directions. First, only a small proportion of the age cohort, estimated to be about 20 per cent are at the present time likely to continue with an academic education at the tertiary level. Thus the approach to education in the secondary school is primarily serving to select this group who seek opportunities for further study at the post-secondary school level. Secondly, there is a growing recognition that a general education must prepare youth to enter an adult world that involves working and living in an increasingly complex society. The general education provided by schools must be relevant to that society and the kind of community that we would wish to work and live in. At the present time for many youth, the education offered by the schools lacks relevance to the world they know and the adult world they seek to enter. The report emphasises that most schools in this country are failing to meet the needs of the full range of students who enter at the lower secondary school level.

10.4 Some problems that have arisen for the upper secondary school have come as a consequence of the expansion of secondary education which occurred in Australia as elsewhere following World War II. The development of the large comprehensive high school sought to give equal access to upper secondary and higher education and to the economic and social rewards that, in general, follow from the obtaining of qualifications through a higher education. A consequence of this development has been that employers have increasingly left it to the school system to undertake the sorting and sifting of persons seeking employment. The school system in order to identify students who should continue with their education at the upper secondary and tertiary levels has devised efficient selection and certification procedures. However, the concentration by the schools on these tasks of selection and certification has led them to direct their attention primarily to the needs of the 20 per cent who continue with higher education and to ignore the needs of those who require a general education for entry into adult society shortly after leaving school.

10.5 It is also important to recognise that Australian society is in a stage of transition from, in the main, a manufacturing to a service society. If Australia is able to keep abreast of technological change, it will develop new industries, but these will involve highly sophisticated equipment and will provide employment for relatively few. As a consequence of these

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[4] Schools Commission. Schooling for 15 and 16 Year Olds. Canberra: AGPS, 1980.

structural changes it is anticipated that there will be relatively little employment available, except on a casual and part-time basis, for youth without training or skills and without the level of maturity required to take responsiblity for other people or for complex equipment. It would be irresponsible of the schools and the education system to withdraw into their traditional forms of activity and merely continue to provide a highly academic education for those who choose to follow such programs. While it is clear that the education system would currently not be able to provide a service for all youth to the age of 18, it must continue to increase the range of services it offers. It must plan to meet the needs, more adequately than it has done in the past, of increasing numbers of youth who would otherwise be relegated to a life of irregular and uncertain employment during the critical years of entry into the adult world.

Some Policy Issues

10.6 The first major policy issue is concerned with the extent to which an educational system should allow its schools freedom to change the traditional pattern of activities undertaken in order to develop new solutions to perceived problems. By way of example, we choose the following problem that has without question already required a policy decision for the Australian state educational bureaucracies. Should a school be permitted to undertake industrial and commercial activities in which students at the school provide the labour, and the products of their work are sold to assist in financing the work of the school? It would seem likely that certain policies have been accepted as traditional for farm schools and agricultural high schools, but become more open to question if the school undertakes the construction of a house for commercial sale. An educational bureaucracy is confronted with the problem as to whether it attempts by regulation to cover all the eventualities that are likely to arise, or whether it allows the principal and the council of a school very considerable discretionary powers. It must be recognised that, if it chooses the latter, it would run the risk, of allowing some schools to provide unsatisfactory and irrelevant programs.

10.7 Related questions are whether an educational system should permit a very high degree of diversification of the activities and administrative structures of schools, and whether it should allow complete freedom of choice to students to attend any school that they wish. If such diversification and freedom of choice were permitted, educational administrators would sooner or later face the problems of providing additional facilities for certain schools that had been highly successful in their innovations to enable them to expand. At the same time it may be necessary to close a neighbouring

school, that might be efficiently and well run but that had not followed an innovative line and had been less successful in the competition for students.

10.8 A further policy issue at the system level is whether additional finance should be provided to enable the upper secondary schools to change their modes of operation in order to retain larger numbers in the schools at this level. The schools could require new buildings and the employment of additional staff. It is possible that a more economic solution for the education and training of such youth would be to subsidize their part-time employment and require them to attend existing colleges of technical and further education whose capital resources were under-utilized, although this could result in a requirement for additional staff. Alternatively, it may be more economical to provide new programs for the continuing education of youth in existing school buildings, rather than subsidize their employment. However, in order to promote the development of new programs for such youth, it might be necessary to provide increased staffing allowances to schools by formula for each student enrolled at Years 11 and 12. These are but a few of the policy questions that could cost or could save the educational system considerable sums of money, depending upon which alternatives were pursued.

10.9 There is a tendency for policy makers in education to be concerned, in the main, with the formal and institutional aspects of education as they exist in schools and colleges. There is, however, an urgent problem, particularly where students have indicated a rejection of the more formal approaches to education, of whether the promotion and development of less formal educative institutions might have a more significant influence. The media, libraries, youth organisations, learning centres and religious bodies all provide an alternative form of education, that might be more effective than are traditional educational institutions. One of the advantages of these less formal approaches is that they are less competitively based and would provide opportunities for learning in a co-operative rather than a competitive way.

10.10 If it is considered to be important to bring salient aspects of the world of work into the schools, in order to facilitate the transition from secondary school to work, then it is necessary to consider the type of teacher required. While some teachers have worked outside schools, there are many teachers who have progressed straight from school to teachers college and then back to the classroom as a trained and highly competent school teacher in the traditional sense and have themselves had little experience of the world of work. They have had little real experience of the factory, of industry, of the office or of the business world, indeed their knowledge of the world of work is largely of an abstract and academic kind, unrelated to factory whistles, time clocks, overtime, piece rates and termination of appointment

when the work cuts out. These comments should not be taken as implied criticism of the teaching service, but should merely serve to indicate that their knowledge and experience of the world of work is frequently limited. Consequently, if new programs are to be developed to integrate education with working life, then it would appear that a new type of teacher might be required to develop these programs. The educational system should consider whether it wished to train and employ a new type of teacher, or whether the experiences that such people would gove to youth would be better provided in other ways.

Some Suggestions for the Future

10.11 It will not be easy for a school system, perceiving upper secondary education to be at the crossroads, to plan and promote the reorganisation and redirection of the education provided by secondary schools. At this time the directions to be taken by the secondary schools are not matters of common agreement that would enable a substantial movement in a given direction. Nevertheless, it is apparent that secondary schools are at a turning point, and substantial changes are required if in the long term the schools are to continue to serve the educational needs of youth in our society. It is important, too, to recognize that the problems facing the secondary schools are not, in the main, what have been seen traditionally to be educational problems. The problems arise from societal change. However, the education system must share in the solution of the problems, and must react as it sees best to change its schools.

10.12 In general, educational change is slow. Where rapid change has occurred in the past, substantial corrective action has subsequently been required. Accepting that change should take place gradually, educational administrators can make certain policy decisions that will allow change, without requiring all schools to be engaged in a major upheaval. Thus, it would be desirable for secondary schools to be allowed an increasing amount of flexibility to change their traditional patterns of activities, subject to the safeguards imposed by a School Council, Regional Director, and Regional Education Council. It would be desirable that students (in consultation with their parents) should be permitted to make choices with respect to the schools they wished to attend. It would be of value if some funds and additional staff were available to assist schools over limited periods, of perhaps three years, to change their mode of operation. It would be profitable if, on an experimental basis, in certain regions, developments could be initiated that made greater use of informal educational services. Moreover it would be of interest to investigate whether teachers coming from different backgrounds and with different types of training could make more effective contributions to programs involving the transition from secondary school to work.

10.13 The Education Department of South Australia has already reacted in a responsible manner to some of the problems that have arisen at the secondary school level, and indeed most of the policy issues discussed above have been examined either formally or informally, in one or more secondary schools in the State. At this time there is no clear evidence that suggests that any particular change could serve as a blueprint for all upper secondary schools, and it is the Committee's view that such a blueprint will never emerge. Nevertheless, there are signs that some innovations that have been developed are meeting with success and are serving to attract significant numbers of students to remain at school. This, in itself, demonstrates the perceived relevance of these programs. In the section that follows we describe some of the innovations that have been introduced and suggest others that might be tried on an experimental basis.

Innovatory Programs

10.14 Special Interest Schools.

A range of special interest schools already exists in South Australia. These schools have developed a specialisation that becomes of particular relevance to the school at the upper secondary school level. Urrbrae Agricultural High School has traditionally specialised in agricultural programs, Marryatville High School and Brighton High School have specialised in music, and Adelaide High School has developed a strong interest in the study of modern languages. These schools are well placed to serve a region and offer to students who wish to specialise in a particular field of interest the opportunity to do so, while studying a sound general educational program. Every attempt is being made to avoid creating schools that are elitist in their approach to education. Until recently there had been for a long period a significant number of technical schools in South Australia. Recently these schools became comprehensive high schools and provided a normal program. However, they have retained their excellent art and craft facilities and have to open them to students of both sexes. One of these schools with declining enrolments, Goodwood High School, decided to offer a trade oriented program for students at Years 11 and 12, and in 1979 drew 80 students to the school at these levels from 32 surrounding schools to follow an intensive trade course. The courses provided by the school aimed to prepare students for entry into apprenticeship programs and for working in the skilled trades. It would appear that this school is serving a need, that enrolments are increasing, and the the school should continue to conduct specialist courses in the trades area as an experimental program.

10.15 Link Courses

Link courses have developed as a result of co-operation between secondary schools and the Department of Further Education, seeking to introduce students to the trade and business courses run by that Department. They have provided

initial experience of these type of courses. Some courses, for example the courses provided in Mount Gambier, would appear to have been highly successful. Others have been less successful. These courses are seen by some to be an important aspect of transition education. Consequently, it would seem desirable that a full evaluation of these courses was carried out before they became too firmly established.

10.16 Transition Education.

A Transition Education Unit was established in the Education Department in 1979 to develop possible approaches to assist with the transition from school to work, to suggest ways in which schools could deal with problems stemming from youth unemployment, and to prepare a range of curricular and advisory service materials for use by schools. The work of the Unit has gained considerable impetus, both financially and through the emphasis given to the area, by the Commonwealth Government's School to Work Transition Program that was established at the beginning of 1980. The Committee of Enquiry has formed strong reservations about the effectiveness of the Unit and its work, believing that, while there is a pressing need for a thrust in this, area, the Unit may not be catering for the needs of youth in South Australia. The Committee believes that wider and more thorough re-orientations are required in the provision for transition education, and it has considered these matters - Chapter 14.

Some Suggestions for Future Change

10.17 Contract Programs.

There are many students at Years 11 and 12 in high schools who would like to extend the range of courses they are studying. However, because of the limited size of the group at the school who would wish to take such courses, the school has neither the facilities nor the resources to conduct these courses. Frequently there will be a college of technical and further education readily accessible to a cluster of high schools, that has both the necessary facilities and available staff to conduct an appropriate course. It would appear that such courses are currently being provided by certain colleges for students from non-government schools and a few government schools. However, in many areas although the facilities and staff are available, such courses are not being conducted. The problem is one that should and could be resolved by mutual agreement between each school and college with the agreement and endorsement of the Regional Director of Education. Alternatively, a contractual arrangement could be negotiated between the school and the college. In such a situation the college would conduct a course or courses to specifications advanced by a school or a group of schools under a financial agreement and at a contracted price to be agreed upon between the institutions. Such arrangements both in metropolitan and non-metropolitan areas would make greater use of existing facilities without additional costs, and would meet the needs of many students.

10.18 Senior Colleges.

The possibility of introducing senior high schools or senior colleges for students in Years 11 and 12 has been discussed many times in South Australia. Matriculation colleges were established in Tasmania in the early 1960s to prepare students for matriculation and entry into tertiary education. However, these colleges would appear to have been initially elitist in nature and to have assisted in the culling out of students who were not encouraged to proceed with advanced academic study. As a consequence the retention rates in Tasmanian schools at the Year 11 and 12 levels have remained, and continue to remain, well below those in other States. More recently the Committee of Enquiry into Tasmanian Education, in Tasmanian Education: Next Decade, has recommended that the practice of maintaining 'separate technical and secondary colleges be discontinued and that the work of both colleges be combined in the one institution[5]'. Thus there will be a marked broadening of the curriculum offerings at the Years 11 and 12 levels to cater for the interests, abilities and aptitudes of students remaining at school for the two final years of secondary education. In areas where both institutions do not exist and a combining into a community college is not possible, the TEND Committee recommended that Year 11 and 12 classes should be maintained in the high schools. In the Australian Capital Territory, where seven years ago a research study indicated very negative attitudes of students in traditional high schools at Years 11 and 12, secondary colleges were introduced at the time the ACT Schools Authority was established. Since the introduction of the colleges, the retention rates at the Year 11 and Year 12 levels have continued to rise; and a recently conducted study of student attitudes in the colleges has revealed the strongly supportive and favourable views of students towards the education they are now receiving.[7] It should also be noted that a Committee of Review into the operation of the ACT Schools Accrediting Agency reported the very favourable attitudes of students towards the assessment procedures and the flexible course requirements that have replaced the traditional Higher School Certificate examination and its program of study.[8] The secondary colleges in the ACT offer a wide variety of courses at varying degrees of difficulty, together with

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5 Committee of Enquiry into Tasmanian Education (Chairman: W.F. Connell), Tasmanian Education: Next Decade, Report of TEND Committee, Hobart: Education Department, 1978.

6 D.S. Anderson, and D.G. Beswick, Adolescents and School Reform. Evaluation in Education, 1978.

7 D.S. Anderson, M. Salter, and A. Vervoorn, Schools to Grow In: An Evaluation of Secondary Colleges, Canberra: ANU Press, 1980.

8 ACT Schools Authority Committee of Review (Chairman: R. Selby Smith), Certificates for Year 12 Students: A Review of the ACT Schools Accrediting Agency, Report of the Committee of Review. Canberra: ACT Schools Authority, 1979.

considerable freedom for students to select an appropriate program to suit their educational and career interests. However, the range of courses provided is not completely comprehensive, in so far as students with interests in trade and technical courses need to transfer to colleges of technical and further education to take such courses. A further development within Australia has been the establishment of Tertiary Orientation Programs in the TAFE colleges in Victoria that are attracting increasing numbers of students from the traditional high schools to study in a technical college setting for matriculation and for entry into a college of advanced education. The advantages of separate upper secondary colleges are that a more flexible and diversified curriculum can be offered in an environment that is generally free of the restrictions that are necessary in five or six year high schools. The colleges would appear to provide students with greater independence and greater responsibility for their own actions, which senior secondary school students would seem to appreciate.

10.19 The Committee of Enquiry considers that it would be of considerable value to education in South Australia if a Senior College could be established on a pilot or trial basis to provide an alternative type of upper school education for 15 to 18-year-old students. The Committee endorses the view that the college should provide the full range of curriculum offerings including courses that are normally only available in colleges of technical and further education. In the discussions that have taken place in South Australia to date, the impression has developed that the establishment of a senior college would be an economic expedient, rather than offering a rich and varied educational program to students of all levels of ability, all ranges of aptitude and all fields of interest, in a setting that provided students with the freedom and responsibility to plan and conduct their own affairs. The Committee believes that in any future discussions the educational gains should be emphasised, since it is possible that, in the initial stages, increased costs are likely to be incurred.

Accordingly the Committee RECOMMENDS that :

R10.1 a Senior College should be established in an appropriate location on a trial basis to investigate the contribution that such a college might make in South Australia to providing a rich and diversified program to meet the needs of students, particularly in the 15 to 18 year old age group.

10.20 A Technology Resource Centre

The advance in technology makes it essential that the students of today have exposure to technology which will become more commonplace in the adult world in which they will live. While the cost of individual items of technical equipment may be falling, the overall cost to the Eduation Department of providing modern technology for all secondary schools and perhaps for some primary schools is likely to be prohibitive within the resource constraints facing education.

We believe that a more appropriate way to provide for the exposure of children at secondary school level to modern technology would be to establish technology resource centres within each region or sub-region, so that children from a particular school could spend blocks of time at the resource centre throughout the year. The declining enrolments in schools generally provide opportunities for conversion of some schools into technology resource centres. The schools could contain a range of equipment such as computers, woodworking machines, fitting and turning machines and so forth. As an example of a facility which would appear to lend itself readily to this type of development, we refer to Glenunga High School which is already well equipped for many technical areas and is continuing to compete for a declining student population in the eastern suburbs. It could be more appropriate to convert the school to a technology resource centre for the use of other schools, both government and non-government, within the region. The non-government schools would necessarily have to pay for access to the centre and the matter of such payment has been considered in Chapter 12.

R10.2 Accordingly the Committee RECOMMENDS that:
A Technology Resource Centre should be established on a trial basis in the Glenunga High School and access to the centre be available to students from both government and non-government schools.

A Concluding Comment

10.21 The issues associated with prematurely leaving school before the completion of 12 years of formal schooling are complicated. Economic, educational and attitudinal factors are involved. However, during the coming decade it will be increasingly difficult for a student who leaves school at the age of 15 years or after completing only nine years of formal schooling to obtain employment. The Committee believes that it should be the responsibility of the school and its teachers to make concerted efforts, when the occasion arises, to convince students and their parents that secondary education involves a five-year program. If the expectation is for students to remain at school throughout the five years of secondary education, then we

believe that schools must gradually meet the challenge of providing more appropriate and relevant educational programs during that period. The Committee believes that it is more desirable for youth to remain at school learning new knowledge and new skills than it is for them to leave before they have acquired these skills and face intermittent unemployment. Secondary education, which is currently at the cross roads, will return along the route that it has travelled, if it does not seek to change its approach to the students it serves.

Accordingly the Committee RECOMMENDS that:

R10.3 concerted efforts should be made to convince students and their parents that secondary education for all is desirable, and that a complete secondary education involves a five-year program;

R10.4 secondary schools should re-orient their approaches and collectively provide rich and relevant programs for students of all levels of ability, all ranges of aptitude and all fields of interest throughout the five years of secondary schooling;

R10.5 secondary schools, including non-government schools, and colleges of technical and further education, in consultation with Regional Education Councils and Regional Directors, should plan and provide a co-ordinated program offering on a shared basis and so increase the range of choices available to their students.

CHAPTER 11

THE YEAR 12 EXAMINATION

The Need for Change

11.1 Following the release of the Report of the Committee of Enquiry into Year 12 Examinations in South Australia in December 1978[1], there has been extended debate on the proposals advanced by that Committee. As a result of this debate within the present Public Examinations Board, the Education Department, the universities, the colleges of advanced education as well as at public meetings and in the daily newspapers, certain issues can now be more clearly seen. This Committee of Enquiry has examined the Report and has considered the issues raised in discussions.

11.2 One of the crucial problems facing those responsible for the planning of educational programs at the upper secondary school level is the increasingly diverse nature of the student body. Over the past two decades, in particular, an increasing proportion of students has been remaining at school. Many of these students have had little or no intention of continuing their studies at a university, preparation for which used to be a major function of the examination which is known in South Australia as the Matriculation Examination. This change, which has involved a broadening of the range of ability of the Year 12 student group, could also be expected to have led to a general decline in the average level of ability of the Year 12 student group. In recent years further changes have occurred. The composition of the student body at the upper secondary level, which formerly used to be predominantly male, has successively included a higher proportion of female students, until they now form a majority. Moreover, as previously commented on in Chapter 3, it is believed that some boys of moderate to high ability, who a few years ago would have continued with Year 12 studies, have opted out of schooling and sought employment or further training in colleges of technical and further education.

11.3 The members of the Committee recognise that the tertiary institutions are concerned that there should not be a substantial decline in the standards of performance among students who enrol for their courses. However, we know of no evidence to support their claims that there has already been a decline in standards. The only Australian evidence that is available, from a study conducted by the Australian Council for Educational Research[2], indicates quite

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1 Committee of Enquiry into Year 12 Examinations in South Australia (Chairman: A.W. Jones), Report of the Committee, Adelaide: Government Printer, 1978.

2 M.J. Rosier, Changes in Secondary School Mathematics in Australia 1964-1978, Hawthorn, Victoria: ACER, 1980.

conclusively that between the years 1964 and 1978, while there has been a marked increase in the numbers and the proportions of students taking mathematics at the Year 12 level, there has been no decline in the average level of performance and a substantial gain in the general level of mathematics competence of high school graduates, particularly among girls.

It is unfortunate that there are no data for such comparisons in South Australia. However, it is possible that the recent changes in the composition of the Year 12 student group may have led to a decline in average level of achievement of those sitting for the Matriculation Examination in South Australia, as is sometimes claimed by those who are responsible for the setting and marking of the examinations in specific subjects at this level. It is also possible that effects which have been noted overseas, involving a decline in achievement at the terminal secondary school stage, would be observed in Australia. These effects which have occurred in the United States appear to have been associated with a variety of societal factors rather than with specific changes in the education provided by the schools.[3]

11.4 In Chapter 10 consideration has been given to the problems confronting the upper secondary schools not only in Australia but in other parts of the western world. In addition, there is every indication that it will be increasingly difficult for students in South Australia who leave school before the completion of 12 years of formal schooling to obtain suitable employment. In South Australia the high level of unemployment amongst youth in the age range of 15 to 18 years is already of particular concern. The Committee believes that it should be the expectation of students to remain at school throughout the five years of secondary education. As a consequence it will be necessary for the schools gradually to meet the challenge by providing more appropriate and relevant educational programs during the secondary school years. This will, the Committee believes, lead to the need for a more flexible and more varied range of courses being offered at the Year 12 level, to cater for the needs of the higher proportion of the age group who will remain at school to the terminal secondary school stage.

11.5 The Committee believes that the present system of public examining in South Australia at the Year 12 level is not as yet contributing to the resolution of these problems. First, the public examinations have had a restricting influence on the diversification of the curriculum at the Year 12 and lower levels. Secondly, the achievements of students in non-matriculation subjects offered by high schools have not been adequately

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[3] College Board Advisory Panel on the Scholastic Aptitude Test Score Decline, On Further Examination: Report of the Advisory Panel, New York: College Entrance Examination Board, 1977.

recognised by all employers, because of over-reliance on the information recorded on the matriculation certificate, and as a consequence the claims of these students for employment have not been considered on an equitable basis.

11.6 The problem facing those responsible for educational programs at the upper secondary school level is how to diversify the range and type of courses offered at this level to meet the changing circumstances that have arisen. At the same time it will be necessary to ensure that students, who are capable of working at the tertiary level and on whom much depends if national development is to be maintained, are educated in a way that will lead them on to tertiary studies which are increasingly demanding and require a high level of preparation.

11.7 Some very radical suggestions have been advanced to this Committee concerning the restructuring of upper secondary school education, and some suggestions for future developments have been made in Chapter 10. It is consequently important that any proposals for change in the conduct of the Year 12 examination should permit the introduction of more flexible and possibly radical approaches to schooling at this level. It is also important to note that recent reviews of the developments that have occurred in the Australian Capital Territory[4], and in Queensland[5], have supported the changes that have already taken place in those States, and have proposed that further change should be contemplated to include programs to cater for changing student needs. The Committee believes that it is essential for changes to be introduced into the system of public examining in South Australia that permit a gradual evolution to meet changing conditions and circumstances.

The Jones Committee Report

11.8 After considering the several issues that have recently emerged in relation to the affairs of the Public Examinations Board, the Committee believes that it should endorse, in principle, the Report of the Committee of Enquiry into Year 12 Examinations in South Autralia. Furthermore, it believes that further discussions should proceed as quickly as possible in order that an Interim Board should be established prior to 30 June 1981,

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4 ACT Schools Authority, Committee of Review (Chairman: R. Selby Smith), Certificates for Year 12 Students: A Review of the ACT Schools Accrediting Agency: Report of the Committee of Review, Canberra: ACT Schools Authority, 1979.

5 Queensland Parliament, Legislative Assembly, Select Committee on Education (Chairman: M.J. Ahern), First Interim Report of the Select Committee on Education in Queensland: Composition and Functions of the Board of Secondary School Studies and Secondary School Assessment. Brisbane: Government Printer, 1978.

and that a new Board should be in operation from the commencement of the school year in 1983. Nevertheless, as a consequence of recent changes which have been authorised by the Public Examinations Board for the conduct of the Matriculation Examination for the first time in 1980, some of the recommendations of the Report are no longer appropriate and some alternative policies and practices are now necessary.

11.9 One aspect of concern has been the composition of the new Board to be named 'The Public Examinations Board of South Australia'. It is evident that the Committee in 1978 gave lengthy consideration to this problem and sought to widen the membership of the Board to achieve a satisfactory balance between conflicting interests. Under these circumstances, it would appear unsound to change the composition of the Board from that proposed by the Jones Committee. In making an appointment to the position of Chairman, it would appear important that the person occupying this position should have the full confidence and support of both the tertiary institutions and the school system and be appreciative of the needs of students and employers. It would be very difficult to find a person who would undertake the duties on a full-time or even half-time basis. However, if a person could be identified who would be willing to introduce change gradually, and who recognized the needs of both schools and tertiary institutions and was sympathetic to change, such a person should be invited to nominate terms and conditions which were possible for him, while being sufficient and necessary to ensure the effective operation of the Board.

11.10 The Committee also supports the views that the certificate issued should no longer be called a Matriculation Certificate and that in future the examination should not be called the Matriculation Examination. The Committee envisages that the certificate which would be issued by the Board should contain a record of performance on all courses studied by a student during the twelfth year of schooling. Level of performance should be indicated by a letter grade which provides information on the relative standing of the student with respect to other students taking the same course, as has been common over a long period. The Committee would not support the recording of scaled marks on the certificate, since scaled marks give an inappropriate impression of accuracy that is unwarranted for some of the subjects which are included in the curriculum of the schools at the Year 12 level.

The Range of Subjects Offered

11.11 In order to allow a wider range of courses to be developed at the Year 12 level, the Committee proposes that the subjects taught and recorded on the Year 12 certificate should be classified into four distinct groups.

These four groups of subjects are considered below:

Group Q There is an important group of subjects, the Secondary Schools Certificate subjects, that have in recent years been introduced into high schools at the Year 12 level. These courses which are educationally sound have made a valuable contribution to the diversification of the program offered by high schools at this level. It has been shown that appropriate procedures of internal assessment and between-school moderation can be developed for these subjects, and it is proposed that such subjects should continue to be offered. Furthermore, it is anticipated that from time to time new subjects will be proposed for addition to this group. Appropriate procedures will need to be developed to accredit such current subjects as well as new ones. These subjects, including the subjects currently being offered, should in future be known as accredited subjects. Such subjects might originate from schools, tertiary institutions, or other curriculum development groups, but any school could if desired adopt these subjects.

Group R Certain schools might from time to time wish to introduce subjects that would add to the variety of the courses provided by the school. Such subjects could include those taken under 'contract' at a TAFE college, work experience programs, or pre-vocational training for entry into specific post-secondary courses. Alternatively, a school might submit for registration a subject which it did not wish to submit for accreditation, such as ballet or a special course in religious studies suitable for its own students. These subjects which would be known as registered subjects would not need to be examined by an accreditation process. All that would be required would be for information on such subjects to be registered with the Public Examinations Board of South Australia and placed on file at the offices of the Board.

Group S Certain subjects, such as art and music, have been included in the past in the courses offered by the Public Examinations Board at the Year 12 level. However, they appear to be different in kind from the other subjects, and thus they give rise to certain problems in the rescaling that takes place to form an aggregate score. These subjects would appear to have special relevance for entry into specific tertiary courses, and it is believed that with profit such subjects could be identified as different, be dealt with in ways which are different from those identified in Group T, and become known as special tertiary entry subjects.

Group T Certain subjects have traditionally been accepted by universities and colleges of advanced education as being appropriate preparation for tertiary study. Such subjects should continue to be included in the academic program at the Year 12 level, should be identified as such, and should become known as tertiary entry subjects.

11.12 The proposed introduction of four groups of subjects would permit the range of courses offered at the Year 12 level to be greatly extended to cater for the needs of students of different interests, abilities, and aptitudes. The Certificate issued by the Public Examinations Board of South Australia would then contain a profile of information on performance in the subjects studied by a student during the terminal year of secondary schooling. In addition, the Committee considers it imperative that more positive steps be taken to advise employers on the appropriate use of the information recorded on the Certificate. It notes that the School Leaver Statements issued by the high schools in South Australia under a directive from the Education Department are gaining increasing acceptance by employers.

11.13 Accreditation of the different subjects offered at the Year 12 level, the Committee of Enquiry believes, should be undertaken by a Subject Approval Committee as recommended by the Committee of Enquiry into Year 12 Examinations in South Australia in 1978. The Subject Approval Committee would, we consider, be a sub-committee of the Public Examinations Board of South Australia, and its composition should be determined by the Board. Of greater importance, however, would be the Subject Committees set up by the Subject Approval Committee to undertake the more detailed examination of courses submitted to the Board for accreditation, since the Subject Committee would recommend to the Subject Approval Committee and hence to the Board itself which courses should or should not be accredited. It is important to note that the universities and the colleges of advanced education could play a highly constructive role in the work of the Subject Committees and in contributing to curriculum development in areas like Computer Science and legal studies. This Committee believes that it would be highly desirable that the tertiary institutions should be well represented on such Committees.
It would also seem desirable that the persons appointed to be Chief Examiners of the Group T and Group S subjects should be senior members of the academic staffs of the universities and colleges of advanced education. It would also appear of value if the members of the staffs of the Directorate of Curriculum Research, Development and Evaluation could be seconded for relatively short periods to assist with the assessment of student performance of Group O

subjects. Further, we believe that the staffs of the universities and colleges of advanced education could make valuable contributions to both the curriculum development and assessment of many Group Q subjects. However, we do not see the four groups of subjects as having rigid lines of separation. Once a subject is classified within one group, it would not necessarily remain there indefinitely. It would seem desirable that the possibility should exist for a subject to be reclassified when considered appropriate. Indeed it could well be that the tertiary institutions might with advantage increase the range and number of subjects which are classified as Group T subjects.

11.14 Consideration has been given to the costs of implementing such a scheme and we have been reassured by the Education Department that staff of the Directorate of Curriculum Research, Development and Evaluation and of the Regional Directorates could be made available at no cost at certain times of a school year to assist with the accreditation and moderation of subjects which fall into Group Q.

Under these circumstances, a greatly increased grant to the Public Examinations Board of South Australia would not appear to be required. However, some increase in the grant to the Board would clearly become necessary, if the Board is to operate efficiently across a greatly diversified range of courses catering for an increased number of students.

11.15 Furthermore, the Committee does not consider that the nature of the external examination, the extent of internal assessment, or the extent of the contributions that the external examination, the scaled school assessments, or unscaled school assessments should make to a student's final grading in a subject should be the same for all subjects within a particular group. It is our belief that it should be the nature of the subject and its objectives that should determine the extent to which different assessment procedures should contribute to the final grading. In some subjects, such as mathematics, an external examination may be considered the most satisfactory method of assessment, and only in cases of misadventure should internally awarded school assessment marks be taken into account. In other subjects. such as biology, where practical or field work might be considered to be important, or art, where a folio of work might best be assessed within a school, the external examination might contribute 50 per cent or less to the final grading. It would seem desirable that decisions on the relative contributions of different types of assessment should be made by each Subject Committee and not by a single ruling of the Board, which would apply in the same manner to all subjects.

11.16 It is important to note that we do not envisage that any distinction should be made between groups of subjects with respect to types of assessment

procedures used or to the manner in which a student's results are recorded on the Certificate. The differences between groups of subjects are largely in the functions that the subjects, within each group, fulfil as preparation for tertiary study, preparation for special tertiary courses, curriculum diversification or to provide a sound general education. We recognise that care must be taken to ensure that an elaborate and expensive system is not established to carry out the accreditation of subjects. Nevertheless, we believe that if the procedures for accreditation are introduced gradually, building on established committees within the present Board and within the Education Department, heavy expenditure should not be required.

Supplementary Information for Tertiary Entrance

11.17 In addition to a Certificate issued by the Board, the Committee believes that there is a need for the provision of a statement known as Supplementary Information for Tertiary Entrance. It is proposed that this statement should be issued to those students who have studied the required number of tertiary entry and special subjects and that it should record the student's level of performance on those subjects. Performance is probably best recorded in terms of a scaled mark which is calculated with respect to the group of students who have studied a particular course. Since this information would be provided by the Public Examinations Board of South Australia only for the purposes of selection into tertiary education, it would seem appropriate that the nature of the statement should be determined by a committee set up by the tertiary institutions in South Australia. This statement of Supplementary Information would be circulated to all tertiary institutions in summary form. However, the assembling and processing of this information and the issuing of this statement of Supplementary Information would most conveniently be undertaken by the staff of the Public Examinations Board of South Australia.

11.18 Since the type of information recorded by this statement of Supplementary Information would be determined by the committee set up by the tertiary institutions, it would seem appropriate that the scaling procedures should also be determined by that committee. In addition, it would seem appropriate that the statement should also include a total of the rescaled marks, although the Committee of Enquiry questions the practice that has become established throughout Australia of reliance on a total rescaled score for the purposes of selection into tertiary education. Many of the problems that are confronting examination boards in many States of Australia in the moderation of school assessments, in the rescaling of marks, and in the presentation of results arise as a consequence of the demand by tertiary institutions for a total score. We would recommend that tertiary institutions

including the colleges of technical and further education should give greater consideration to the use of a profile of results in the selection of students for tertiary education. We note that, at the same time as universities and colleges of advanced education have started to employ more flexible approaches in the selection of a substantial and increasing proportion of their students who apply as mature age candidates, they are apparently demanding more rigid procedures for the selection of the decreasing proportion who apply for entry directly from school.

11.19 It would also seem appropriate to record, on the statement of Supplementary Information for Tertiary Entrance, more detailed information than the simple statement that the student has satisfied the requirements for matriculation to a university. The conditions for entry into tertiary institutions are now so varied that it would seem inappropriate to specify that a single specific standard had been reached. It would seem more meaningful if information could be recorded as to whether or not the student had satisfied requirements for entry into particular types of courses both in universities and colleges of advanced education. Adherence to a particular matriculation standard that is frequently ignored by tertiary institutions when they attempt to fill the places available, or is not considered in situations when a stringent quota must be applied, suggests that the mystique associated with matriculation for entry into the University of London, that grew up nearly a century ago, still remains. However, these are details which, although the source of some acrimonious debate, are best left for those responsible for selection into tertiary institutions to determine.

11.20 The advantages of the proposals contained in the Report of the Committee of Enquiry into Year 12 Examinations in South Australia are that they recommend a new structure within which further change could gradually evolve. We believe that once an Interim Board has been established it will be possible to develop new procedures to meet the needs of both schools and tertiary institutions.

A Concluding Comment

11.21 The members of this Committee differ in their views with regard to the extent of change that should be recommended at this time. Some have argued that more extensive changes are needed, and consider that, if not introduced at this time, they should follow as soon as practicable after the changes proposed have been introduced. Other members of the Committee are more cautious and have advocated that change should not take place too rapidly lest it disrupt the work of the schools and reduce the quality of the education they provide. However, there is agreement among the members

of the Committee that the courses offered by the schools at the Year 12 level must provide opportunities for students to manage thier own affairs, and thus foster self-development, self-motivation and self-discipline. It is believed that this will be achieved by the provision of a broad and rich curriculum in the schools, and the opportunity for informed choice by the student. The members of the Committee are hopeful that the changes they have proposed, which involve the separation of the certification and the selection functions of the documents provided to a student on completion of the Year 12 program, will permit gradual evolution rather than a sudden upheaval in the work of the schools. However, they anticipate that further changes will be required in the conduct of public examinations at the Year 12 level during the coming decade.

Accordingly the Committee RECOMMENDS that :

R11.1

a. in principle the Report of the Committee of Enquiry into Year 12 Examination in South Australia should be endorsed;

b. the new board to be named 'The Public Examinations Board of South Australia' should be in operation from the commencement of the school year in 1983, and an Interim Board should be established prior to 30 June 1981;

c. the certificate issued should be called the 'Year 12 Certificate';

d. the subjects offered should be classified into one of four groups according to their functions of either preparation for tertiary study which includes technical and further education, preparation for special tertiary courses, and curriculum diversification, or to provide a general education;

R11.2 a Statement of Supplementary Information for Tertiary Entrance with a student's level of performance on subjects of relevance for entry into tertiary education should be issued by the Public Examinations Board of South Australia and the nature of the statement should be determined by a Committee set up by the tertiary institutions of South Australia, which includes the Department of Technical and Further Education.

CHAPTER 12

THE NON-GOVERNMENT SCHOOLS

Introduction

12.1 The non-government schools in South Australia would seem to have always enjoyed a high degree of autonomy and freedom and surprisingly close working relationships with the state educational system. However, it should be noted that South Australia was the first State, which in 1852 withdrew financial support from schools that instructed children in the beliefs of a particular religion or denomination. In the 1852 Act, the financial assistance, that was provided to schools first in 1847, was given only to those schools teaching a non-denominational Christianity. The Board of Education provided state aid to non-government schools until the passing of the 1875 Act where, in keeping with developments elsewhere in Australia, education within the State became 'free, secular and compulsory'. It would seem likely that the climate of trust and independence developed from that time. Indeed, the first Inspector-General of Education, following the passing of the Act, was J.A. Hartley, who until his appointment had been headmaster of a leading church school in South Australia. Hartley was Inspector-General for 21 years until his death in 1896, and thus shaped the state system of education that was established. For a long period of over 100 years it has not been required that the non-government schools or their teachers be formally registered.

12.2 For over 40 years attempts have been made to provide for the registration of non-government schools and the teachers in such schools. The Advisory Council for Education advocated strongly that registration should take place and bills for this purpose were introduced into Parliament in the years 1940, 1941 and 1943 but were not passed. However, because some private schools were exploiting youths anxious to enter the munitions industry, a bill was passed in 1942 for the licensing of private technical schools.[1] Subsequently the Education Inquiry Committee in its Final Report of 1949 recommended that registration of non-government schools and their teachers should take place[2] and the Committee of Enquiry into Education in South Australia in 1971 again advanced similar recommendations.[3]

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1 South Australia, Advisory Council of Education, Report for the Year Ended 31st December 1942, Adelaide: Government Printer, 1943, p. 3.

2 South Australia, Education Advisory Committee (Chairman: E.L. Bean), Final Report, Adelaide: Government Printer, 1949, Chapter 16.

3 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp. 151-171.

Table 12.1 Proportions of Students in Government and Non-Government Schools in 1979

% Recorded	Primary			Secondary			Total			
State	Govt	Cath.	Indep.	Govt.	Cath.	Indep.	Govt.	Cath.	Indep.	Non-Govt
New South Wales	79.9	17.7	2.4	75.4	18.9	5.7	78.2	18.2	3.6	21.8
Victoria	76.9	19.4	3.8	70.7	18.8	10.5	74.4	19.1	6.4	25.6
Queensland	81.7	16.9	1.4	72.3	19.0	8.6	78.6	17.6	3.7	21.4
South Australia	86.7	10.0	3.4	81.7	11.0	7.3	84.9	10.3	4.8	15.1
Western Australia	84.8	12.8	2.3	76.3	15.3	8.4	82.0	13.7	4.4	18.0
Tasmania	84.7	11.8	3.5	81.7	11.5	6.8	83.5	11.7	4.8	16.5
N. Territory	85.0	13.5	1.5	85.5	14.5	-	85.1	13.7	1.2	14.9
Australian Capital Territory	73.4	23.8	2.9	68.8	23.9	7.3	71.7	23.8	4.5	28.3
Australia	80.5	16.8	2.7	74.3	17.8	7.9	78.2	17.2	4.6	21.8

Source: Schools Commission Statistical Bulletin, September 1980,

12.3 While the non-government schools of South Australia experience greater freedom, they also have responsibility for a smaller proportion of students than do the non-government schools in other States. In Table 12.1, information has been recorded for the year 1979 on the proportions of students at both the primary and secondary school levels, who were enrolled in the government, Catholic and independent schools.[4] It should be noted that only 15.1 per cent of students were attending the non-government schools in South Australia in 1979, a proportion that was 6.7 per cent below that for Australia overall. It should, however, be noted that in South Australia the proportion in the non-government and non-Catholic schools or independent schools, as they are commonly called, was exceeded only by the State of Victoria. Thus the low level of enrolment of students in the non-government sector in South Australia is attributable to the relatively smaller proportion of students attending Catholic schools. This lower proportion of students enrolled in the Catholic school system is a consequence of the lower proportion of adherents to the Roman Catholic church in the State, to the policies for the early settlement of the State, and in more recent years the lower proportions of migrants from southern Europe coming to the State. There is, however, some evidence to indicate that a greater proportion of children from Catholic homes are enrolled in government schools in South Australia than in other States.[5]

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4 It should be noted that by convention in Australia the non-government non-Catholic schools are commonly referred to as 'independent schools. This practice has grown up in Australia following the statement on the independent nature of the schools by C.E.S. Gordon, The Independent Schools in Australia, Current Affairs Bulletin, 1957, 21(3): 35-48.

5 See J.E. Bourke, Australian Catholic Schools into the Seventies, Quarterly Review of Australian Education, 1969 3(2).

Table 12.2 Enrolments of Students in Primary and Secondary Schools and Numbers of Government, Catholic and Independent Schools in South Australia: Years 1950 to 1980

		1950[a]	1955[a]	1960	1965	1970	1975	1980
Students								
Primary	Government	75,007	109,929	132,859	146,675	156,922	151,975	142,290
	Catholic	9,252	14,415	20,446	20,249	18,258	17,779	17,237
	Independent	2,627	2,555	5,067	4,356	4,487	4,700	6,110
Secondary	Government	11,900	18,552	37,218	55,961	71,866	82,737	76,392
	Catholic	3,490	5,057	5,202	6,314	7,558	9,584	10,637
	Independent	5,194	6,017	5,430	6,693	7,084	7,234	7,132
Total	Government	86,907	128,481	170,077	202,636	228,788	234,712	218,682
	Catholic	12,742	19,472	25,648	26,563	25,816	27,363	27,874
	Independent	7,821	8,572	10,497	11,049	11,571	11,934	13,242
Schools	(Primary and Secondary)							
	Government	742	700	696	675	651	619	638
	Catholic	96	111	124	130	124	109	103
	Independent	46	41	41	42	46	42	56

Source: ABS, Cat. No. 4202.4, S13.4 and S13.5, also Statistical Register of South Australia.

Note: [a] Non-government school enrolments are 'gross enrolments' for 1950 and 1955. All other enrolments in the table are as at 1 August each year.

12.4 It is thus of some interest to examine whether any change has occurred in the numbers and proportions of students attending primary and secondary schools, and in the number of schools established at each level over the past 30 years. In Table 12.2 information is recorded on the numbers of students enrolled in government, Catholic and independent schools at the primary and secondary levels in South Australia for the years 1950 to 1980 at five year intervals. In addition, the numbers of schools of each type are also recorded in Table 12.2. The evidence is quite striking, in that, while the numbers of students enrolled in the government primary schools have increased and subsequently decreased over the period of twenty years from 1960 to 1980, the numbers in the Catholic primary schools have fallen steadily. It is also significant to note that while the numbers in the non-government, non-Catholic primary schools fell between 1960 and 1965, since that time there has been a gradual increase with a substantial increase in the past five years. At the secondary school level there has been quite remarkable growth in the number of government secondary school students from 1950 to 1980, with a much lower level of growth in the independent schools and a small decline in enrolments in the past five years. The Catholic secondary school students have grown in number at a steady rate over the period of 30 years.

Table 12.3 Numbers of Enrolments and Proportion of Total Enrolments in Primary and Secondary Schools - South Australia: 1975 to 1980

		1975	1976	1977	1978	1979	1980
Primary							
Government	No.	151,975	151,499	152,079	149,964	146,793	142,290
	%	87.1	87.2	87.2	87.0	86.7	85.9
Catholic	No.	17,779	17,666	17,594	17,120	16,907	17,237
	%	10.2	10.2	10.1	9.9	10.0	10.4
Independent	No.	4,700	4,511	4,767	5,233	5,684	6,110
	%	2.7	2.6	2.7	3.0	3.4	3.7
Secondary							
Government	No.	82,737	82,115	81,131	80,491	77,732	76,392
	%	83.1	82.7	82.6	82.5	81.7	81.1
Catholic	No.	9,584	9,845	9,941	10,143	10,416	10,637
	%	9.6	9.9	10.1	10.4	11.0	11.3
Independent	No.	7,234	7,277	7,144	6,945	6,965	7,132
	%	7.3	7.3	7.3	7.1	7.3	7.6

Source: ABS Cat. No. 4202.0 and 4201.4

The growth of one type of school at the expense of another is clearly rather more complex than is sometimes suggested, and is probably related to the availability of funding to assist with school building programs. It should be noted that, on the one hand, the number of Catholic schools has fluctuated over the thirty year period following some increase during the years from 1950 to 1965. Since that time the numbers of schools of this type have steadily decreased. On the other hand, the numbers of independent schools remained relatively constant over the years 1950 to 1975, but have increased significantly during the past five years. This recent increase has come from the setting up of a number of small independent primary schools by religious sects and other groups. The consequences of the establishment of such schools warrant consideration by the Committee of Enquiry.

12.5 It is of some interest to examine in greater detail the changes in enrolments in the three types of school over the past five years. The information on enrolments in the government, Catholic and independent schools for 1975 to 1980 has been recorded in Table 12.3. At the primary school level the proportion of students enrolled in Catholic schools has not changed significantly over the five year period, while the independent school enrolments have increased both in absolute numbers and in proportion. This change has been accompanied by a corresponding change in government school enrolments. However, at the secondary school level, the number and proportion enrolled in the Catholic schools have increased, while the government schools have fallen by corresponding amounts. The numbers enrolled in the independent schools have fallen over the period from 1975 to 1980, but the proportion enrolled has risen slightly. There would appear to be different factors

operating at primary and secondary school levels. At the primary school level the effects of the small new independent primary schools are clearly seen. At the secondary school level an examination of sex differences in the holding power of the different types of schools would appear to provide a likely explanation of the changes recorded. There has been a marked rise in the holding power for girls in Catholic schools at the upper secondary school level, as might be expected at a time of youth unemployment in South Australia. The detailed information on holding power is presented in Appendix F.

The Funding of Non-Government Schools

12.6 A concern for science education in the late 1950s and early 1960s initiated a remarkable and largely unexpected change in the provision for and financing of Australian education. In 1959, the Industrial Fund for the Advancement of Science Education in Schools was established by industrial and commercial enterprises in Australia, paralleling a similar development in Britain, to contribute initially to the improvement of buildings and equipment for the teaching of science in non-government secondary schools for boys. In 1964 the Commonwealth Government, noting the success of the Industrial Fund, introduced a scheme to provide grants to secondary schools, both government and non-government, for the erection of new science laboratories and for scientific apparatus and equipment. The involvement of the Commonwealth Government in education at the school level led before long to the establishment of initially a Department of Education and Science, and subsequently a separate Department of Education. The Commonwealth Secondary Schools Science Facilities Programme was followed in 1969 by the Commonwealth Secondary Schools Libraries Programme, and they were the first direct forms of Commonwealth Government assistance to non-government schools in South Australia since 1875. However, no contribution was made through these two schemes to the running costs of non-government schools. Nevertheless, these two programs paved the way and helped to set up administrative arrangements for the provision of such assistance with both the capital and recurrent costs of schools across Australia.

12.7 In 1969 the South Australian State Government made its first direct grants to the parents of students in non-government schools on a per capita basis amounting to $10 and $20 per student at the primary and secondary school levels respectively. From the beginning of 1970 the Commonwealth Government also made payments to the non-government schools of $35 per student at the primary school level and $50 per student at the secondary school level. In addition, in 1970, the State Government provided an additional sum of $250,000 for non-government primary schools, in the main, Catholic Parish schools, on the basis of established need. The Committee of Enquiry into Education in South Australia drew attention to the fact that in 1970 the level of financial

support provided for recurrent expenditure to non-government schools was substantially below that in other States.[6] Furthermore, South Australia was at that time and still remains the only State in which subsidies have not been not paid for interest charges on moneys borrowed by non-government schools for approved building programs. However, some allowance for debt servicing is provided in the formula for the allocation of state grants.

12.8 The Report of the Interim Committee for the Australian Schools Commission proposed that the Commonwealth Government should grant substantial sums of money for both government and non-government schools in order gradually to bring the schools up to the target standards set by the Committee.[7] It was evident in 1976, with the exception of primary and secondary schools in New South Wales and secondary schools in Queensland, that all other government school systems would exceed the original target standards by 1979 or earlier. Nevertheless, many of the Catholic systemic schools would be unable to attain these standards, and for them continuing support on the basis of need would be necessary. The South Australian government primary and secondary schools had already surpassed the target standards in 1976, three years ahead of the specified date of 1979.[8]

12.9 The Commonwealth Government, through the Schools Commission, has continued to provide financial support for the government and non-government schools throughout Australia. Recently, increased assistance for the non-government schools has been guaranteed. The current classificatory system to identify the level of need for non-government schools has been simplified by reducing the number of categories from six to three, with the reassurance that no school would suffer through the combination of categories. Furthermore, the level of support for the lowest category of schools would be raised to a per capita provision of 40 per cent of the cost of educating a student in a government school, for this middle category to a level of provision of 33 per cent and for the highest category to a level of 25 per cent.[9] The provision of public monies for the support of non-government schools has been subjected to a challenge in the High Court of Australia, and the decision that was handed down confirmed the legality of the procedures used to make direct payment to the non-government schools.

12.10 The State Government has also from time to time increased the level of financial assistance that it has given to the non-government schools in the State. Over the years from 1971 to 1975 fixed sums of money were provided

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6 Committee of Enquiry into Education in South Australia, 1971, pp. 164-165.

7 Interim Committee for the Australian Schools Commission (P.H. Karmel, Chairman), Schools in Australia, Canberra: AGPS, 1973, pp 56-74.

8 Schools Commission, Report for the Triennium 1979-81, Canberra: AGPS, 1978. pp.28-29.

9 Commonwealth Minister for Education, Press Release 1/81, 6 January 1981.

by the South Australian Government for primary schools and secondary schools to be allocated to schools according to need on the recommendation of an Advisory Committee on Non-government Schools in South Australia. In 1975 it was decided that funding to non-government schools should be directly related to the cost of educating a student in a government school. In 1975 provision was made for a sum of money, calculated on a per capita basis of 17½ per cent of the state cost per student in a government school, and in 1976 this was raised to a level of 20 per cent. In policy statements for the state elections in 1979, a promise was made to raise the amount provided to 25 per cent, and in 1980 the first of five annual increments of one per cent was granted, thus honouring that promise. It would appear likely that in the future increased provision will be made by the State Government for the non-government schools according to declared governmental policy.

12.11 The total grant is apportioned by the Advisory Committee on Non-government Schools according to the needs of the schools, which are calculated by a formula measuring pupil resource usage but taking into account as modifying factors the deficit or surplus incurred both in recurrent expenditure by the school and the debt servicing involved in maintaining the school. To ensure comparability across schools in the application and use of the formula, the schools are first classified into three types: primary only, secondary only, and combined primary and secondary schools. Within each type, up to five graded categories are used to specify level of need. The fluctuations in level of grant per pupil are considerable; for example, for the combined primary and secondary schools the grants range from $283 per student to $379 per student in relation to an average value of $311 per student.

12.12 Each school in South Australia thus receives financial assistance from two sources, namely the State and Commonwealth Governments, according to the needs of the school defined in two entirely different ways. Broadly speaking, the Commonwealth Government rating for each school reflects the relative need of that school as if there were no input from governmental sources. The State Government formula uses another approach which takes account of the total financial input from all sources when determining actual pupil resource usage. In addition, different levels of support are provided for primary and secondary schools reflecting exactly the state expenditure per pupil in these two sectors. It should be noted that South Australia is the only State which differentiates between schools on the basis of need. All other States pay a flat per capita amount to all schools, on the assumption that the grant from the Commonwealth Government has already taken account of need. In Table 12.4 information is provided for the years 1975 to 1980 on the grants from the State and Commonwealth Governments to non-government schools in South Australia, on the numbers of

Table 12.4 State and Commonwealth Grants to Non-Government Schools in South Australia: Years 1975-1980[a]

($'000)

	1975	1976	1977	1978	1979	1980
State	3,421	5,203	6,572	7,820	8,936	11,924
Commonwealth	8,914	10,643	12,225	15,531	16,884	17,937
Total	12,335	15,846	18,797	23,351	25,820	29,861
Number of Students	32,297	39,299	39,446	39,441	39,799	40,950
Average Per Capita Grant	$	$	$	$	$	$
State	87	132	167	198	225	291
Commonwealth	227	271	310	394	424	438
Total	315	403	477	592	649	729
Per capita cost in Government Schools:[b]						
Primary	537	677	798	902	996	1,132
Secondary	995	1,258	1,478	1,534	1,643	1,813

Sources: [a] Documents provided by the Advisory Committee on Non-government Schools in South Australia
[b] Auditor-General's reports

students in non-government schools and on the average per capita grant, together with the costs of educating a student in a government school over the corresponding period. It will be clear from a close examination of the information recorded in Table 12.4 that the contributions made by the State and Commonwealth Governments combined have more than kept pace with the inflationary costs associated with the running of schools, as indicated by the costs of educating a student in a government school. This suggests that government policies to improve the level of educational resources available to students in non-government schools are having the desired positive effect.

12.13 It is evident that both State and Commonwealth Governments recognise the necessity of providing support from public monies for non-government schools. Twenty years ago, the provision of state aid to non-government schools was not considered politically feasible, ten years ago such provision was being approached with caution, whereas today both State and Commonwealth Governments recognise the political advantage of providing increases in the level of support for both government and non-government schools. It must now be asked whether there is a limit to the proportion of the running costs of non-government schools that should be provided out of public monies. It is important to recognise that, in addition to the direct grants made on a

Table 12.5 State Public Expenditure on Non-Government Schools: Financial Year 1978-79

($'000)

$'000	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.
State & Per Capita Grant	43,064	51,693	17,773	8,849	11,098	2,876
Subsidies	2,684	6,147	3,104	-	705	-
Scholarships	469	1,013	2,793	-	455 [a]	8
Student Transport	16,462	8,092	2,804	205	1,255	213
Interest on Loans	129	684	900	-	-	300
Other	10	187	2,140	1,119	178	9
Total	62,818	67,816	29,514	10,173	13,691	3,406
Number of Students (000)	224.9	211.1	94.9	40.0	45.6	14.4
Provision per Student $	279	321	311	254	300	237

Source: Schools Commission, Statistical Bulletin, September 1980, Table 6.11.

Note: [a] Designated as tuition and text book allowance

per capita basis, the different States of Australia support the educational programs of non-government schools in a variety of other ways. In Table 12.5 information has been recorded on the total state public expenditure on non-government schools for the year 1978-79, with level of provision per student also recorded. The provision on a per capita basis by the South Australian State Government is substantially below that in all States except Tasmania. Thus it is not surprising that the State Government is progressively raising the level of contribution by 25 per cent to one that would be on a par with most other States. It is also important to recognise that since 1975 the policy regarding taxation rebates associated with the payment of school fees from parental earned income has changed, and this has in effect increased the cost of educating a student in a non-government school for many parents.

Future Developments

12.14 One important issue arising from the increased use of public monies to maintain non-government schools is concerned with whether such schools must be registered and recognised as properly organised and managed before they receive money from the State and Commonwealth Governments. The Committee of Enquiry into Education in South Australia in 1971, believing that certain minimum standards should be maintained in both government and non-government schools, and that such standards should both be promoted and enforced, recommended that all non-government schools should be registered, that the conditions of registration should require that certain minimum standards be

observed and that financial assistance should be restricted only to those schools that had been registered. In addition, it was assumed by that Committee that only registered teachers would be employed in non-government schools.[10]

12.15 It is recognised that if the non-government schools did not exist, the taxpayer would be required to contribute larger sums of money to provide educational services for those currently enrolled in these non-government schools. However, in South Australia at the present time, and in most areas, accommodation for additional students is available in government schools. Thus if capital expenditure is required from either State or Commonwealth Governments to provide additional accommodation in non-government schools, then that expenditure is probably unwarranted in areas where government schools are under-utilised. On the other hand, in so far as it gives a child's parent the opportunity to exercise a right of choice with respect to the type of school in which a child would be educated, the existence of non-government schools is of considerable value, although the recent dezoning of government schools, has increased parental choice with respect to the government schools.

12.16 The questions of accountability associated with monies provided to non-government schools seem likely to assume greater importance. It is clearly necessary for a Registration Board to be established to undertake the registration of the 159 non-government schools in South Australia.

12.17 The existence of non-government schools is consistent with the view that in a democratic society, while education is compulsory for all children between the ages of 6 and 15 years, it is the right of the parents of a child to determine the type of institution in which they would wish the child to be educated. In order to ensure that this right of choice is real and effective, it has become necessary through the provision of a per capita grant to schools to assist a school to hold the fees expected from the parents at a level which parents might be expected to pay. In addition, the guaranteed provision of a certain proportion of the money required to maintain a school should ensure that the conditions under which the children in a school are educated do not fall below a minimum standard. Thus by recognising the right of schools to exist outside the government system of education and by assisting such schools with some form of financial support, diversity is provided and the parents of a child are allowed flexibility of choice to obtain the type of education they think most appropriate for their child. Nevertheless, there is a very real danger that some non-government schools could become exclusive. The Committee believes that it is important that all non-government schools in receipt of public monies should, in principle, provide access for students irrespective of race, ethnic origin, ability, class or religion.

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10 Committee of Enquiry into Education in South Australia. 1971, pp. 170-171.

Open access policies should thus be a necessary condition not for registration but for accepting a grant from State or Commonwealth Governments.

12.18 It is now likely that all schools in South Australia will in the foreseeable future be in receipt of financial support from governmental sources that would be approximately equal to half the cost of educating a student in a government school. As a consequence the Committee believes that all schools in South Australia that receive grants from State and Commonwealth Government sources should lodge annually an audited statement of receipts and expenditure and a balance sheet with the Office of the Minister of Education within six months of the close of the school's financial year.

12.19 There are a number of ways in which the government and non-government schools in South Australia combine together to enhance the education offered to children in the State. There are, in addition, many ways in which the non-government schools have access, without charge, to the facilities provided largely for the government schools. Within the State, major curriculum development has been undertaken by the Education Department, with the non-government sector being invited to contribute and being actively involved in the work of development of the curriculum and of curricular materials. Related curricular services are provided for all schools. Materials are available for purchase at low cost, and advisers provide assistance to all schools with the implementation of new curricula. In addition, the resource centres which are supported almost entirely from Education Department funds are made accessible to staff from non-government schools. There are many other services such as those provided by the Educational Technology Centre, the Library Services, the Music and Physical Education Services, the Arbury Park Outdoor School and the Angle Park Computing Centre that are available to the non-government sector to use although the use made of these services by different non-government schools varies greatly. While there is a sharing of the services listed above between government and non-government schools, the non-government schools are unable to give very much in return because there is no mechanism to provide a 'fee for service'. It is also noted that in a contracting resource situation, schools in the government sector are given first priority in the use of such services and the non-government schools are unable to avail themselves of a number of these services. It would be extremely expensive for the non-goverment school system to attempt to duplicate these services so that their schools had access to such services. Moreover, there is much to be gained from all schools in the State being able to use freely the services that already exist, particularly at a time when declining

enrolments within the government schools might lead to an under-utilization of some of the services. Clearly it would be desirable if the non-government schools were to be in a position to make some more formal arrangement for the sharing of these services. It would seem appropriate for consideration to be given in the immediate future to this possibility, since not only will there be an increase in funding from the Commonwealth Government for many schools but there will also be an increase over the next four years from State Government sources. The Committee suggests that the South Australian Commission for Catholic Schools and the Independent Schools Board should give full consideration to the services required by the non-government schools. In addition these organizations should consider ways in which access to the services by non-government schools might be achieved, and to ways in which collaboration and co-operation between the two sectors might be promoted. Generally it would appear most satisfactory if a fee for service could be introduced.

12.20 One extremely interesting and potentially worthwhile development that is being planned in South Australia is the Aberfoyle Park Project. In this project the Education Department, the Catholic system and the Synod of the Uniting Church in South Australia are jointly planning to develop a primary school campus with each organisation establishing a sub-school on the campus. Each sub-school will have separate teaching facilities, but with shared services including library and resource centre, outdoor recreational facilities and activity centre. The State Government would be prepared to give the two non-government school sponsors a long-term lease of the sites of the sub-schools at a 'peppercorn' rental. Each non-government sponsor would be responsible for the capital costs of building a sub-school and would contribute 20 per cent to the cost of the shared resource and activity blocks. The recurrent costs of each sub-school would be met by each of the sponsoring agencies, with the Education Department meeting the costs of all shared facilities. The proposal is a bold and ambitious one to provide educational facilities in a developing area for 1,000 students. There would appear to be a great deal of goodwill towards the project from the differing sponsoring bodies, and with this goodwill and a strong spirit of co-operation it would seem likely that an innovative school complex will be established.

The benefits from such a campus school would appear to be the provision of choice and diversity, to enable parents to select the type of school in which they would wish their children to be educated. In addition, it would be hoped that the teaching staff of the schools would profit from being placed together on a campus in which so many facilities and services were shared. This particular development raises the possibility that other forms of co-operation and shared use of facilities might be fostered.

12.21 Within the non-government schools sector there are many schools that have established excellent boarding school facilities. It seems unlikely that the government school system would wish to develop and conduct boarding schools at a time when such schools are difficult to run and expensive to maintain. There is, nevertheless, a growing need for boarding school places for the children of administrative and service personnel who are required to travel and live overseas, for children from homes that have become temporarily or permanently unstable, or for students living in rural areas where it is too expensive for the State to maintain a school with an adequate range of curricular choices at the upper secondary school level. It would seem desirable that the Education Department should give consideration when need arises to closing some of the schools with very small classes at the Year 12 level in country areas and, from the savings made, provide grants to assist with the education of students from these schools in non-government boarding schools. It would also seem of profit if some funds could be made available to the Advisory Committee on Non-Government Schools to provide supplementary grants to children from unstable homes or who for health and other reasons would profit from living and working in a boarding school and who for financial reasons were unable to enter a boarding school. It is not possible for this Committee in the time available to it to explore fully ways in which the monies currently provided for education might be used to obtain appropriate boarding school education for those in need. Nevertheless, it is concerned that with declining enrolments some of the excellent boarding schools that currently exist within South Australia may be forced to close or to increase their fees greatly so that only the wealthy could afford boarding school education at a time when there would seem to be an increasing need. It is recognised that the Advisory Committee on Non-government Schools is an appropriate body to consider these matters and hopefully initiate a small program along the lines proposed.

12.22 One of the outcomes of the increased funding provided by the Commonwealth and State Governments for the non-government schools has been that they have established themselves into systems in order to benefit fully from the increased funds being made available. This is particularly true for the Catholic schools and to a lesser extent for the independent schools. Thus lines of demarcation are being established between the three different types of schools that did not formerly exist. It is essential that every effort should be made to foster co-operation and collaboration between the students, staff, parents and councils of the three different types of schools.

Accordingly the Committee RECOMMENDS that :

R12.1 the registration of all non-government schools should be proceeded with under a Registration Board;

R12.2 conditions for the receipt of grants from State and Commonwealth Government sources should include, in general, policies of open access, and the lodging of audited financial statements and balance sheets annually with the Office of the Minister of Education in South Australia;

R12.3 procedures should be developed that would enable non-government schools to have access to the services available to Education Department schools on a cost-sharing basis;

R12.4 the Education Department, Catholic school system, and the independent schools should continue to seek opportunities to work together for the mutual well-being of the students in their schools (see also R10.5);

R12.5 the Advisory Committee on Non-Government Schools should explore ways in which more open access might be provided to the excellent boarding facilities available in many non-government schools for students in special need and who for financial reasons would otherwise be unable to enter a boarding school.

CHAPTER 13

EDUCATING FOR LEISURE

Introduction

13.1 In Chapter 3 of this report the changes that have taken place over the past 100 years to reduce the hours in a lifetime spent at work were described. It would seem likely that this trend will continue, and possibly quicken during the lives of those currently enrolled in our schools. With this in mind, it is necessary to recognise the important functions of a wide range of programs conducted by universities, colleges of advanced education, colleges of technical and further education, the Workers Educational Association and some secondary schools that cater for the leisure time interest of adults in the community. These programs fill a need in the lives of men and women that has been generated by reductions in the hours of the working day, in the number of days in the working week, and in the span of a working life, as well as by increases in the number of weeks of annual leave, and the amount of long service leave which an employer is by law required to provide. We believe that people can be helped to develop skills, interests and attitudes which influence whether or not they use their leisure time in a constructive way that is personally rewarding to the individual and contributes to health, happiness and self-fulfilment.

13.2 The title of this chapter, 'Educating for Leisure', suggests that educational institutions should through their leisure education programs prepare both young people and adults for a life ahead. However, it is important to recognise that leisure education programs should be personally rewarding and should contribute to the happiness and health of the individual at the time they are taken. Thus the lines of demarcation that are drawn between education and leisure are commonly not appropriate; the two types of activity are linked closely together in the life of an individual. The role of leisure education programs is to stimulate the members taking the courses to explore their own talents, interests and values in a way that will foster their self-development and help them make constructive and rewarding use of their lives.

13.3 The role of educational institutions with respect to education and training for employment has been examined in recent reports such as the Committee of Inquiry into Education and Training[1] since the development of more advanced skills through education and training programs is likely to raise the level of productivity and hence economic return to the nation.

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[1] Committee of Inquiry into Education and Training (Chairman: B.R. Williams), Education, Training and Employment, Canberra: AGPS, 1979.

However, these reports have tended to ignore issues relating to the constructive use of leisure time and the role that education can play in this respect. They have failed to consider the importance of the concept of 'investment in human capital' through which it is argued that the levels of knowledge, physical and mental health, and adaptiveness of the people in a nation are important components of the nation's capital resources. The concept is not new, nor is it one with which people will readily disagree. Nevertheless, because it is less tangible than other capital resources, such as real estate, buildings, factories, equipment and machines, it is more frequently ignored or overlooked. If leisure education programs, followed by more constructive use of leisure time, lead people to greater health and happiness and to more creative and more satisfying and rewarding pursuits, then the benefit to the nation is beyond doubt. Large amounts of public funds are being used for a range of health and welfare programs, that are cure oriented and do not treat the causes of ill health and the need for welfare. It would seem to be of greater consequence and value to establish programs that were prevention oriented. Leisure education programs can, we believe, make a significant contribution. While it would be difficult to cost accurately the benefits to be gained from the promotion of leisure education programs, we believe that there is strong economic justification for such programs in schools and other educational institutions. It is, however, important to emphasise that the concern is not one of merely improving the quality of manpower for industry and commerce, but rather that all aspects of national development depend on the health and well-being of the people in a nation, and thus expenditure on such programs is a sound investment in human capital.

A Challenge to Schools

13.4 It is hoped that educational programs at all levels in primary schools, secondary schools, tertiary institutions and further education courses foster an individual's ability to examine, to assess and to act purposefully with respect to the pursuit of leisure time activities. Each individual needs to develop an awareness and understanding of his own preferences, capabilities and skills and of the opportunities available for appropriate leisure time activities as they relate to employment and family commitments. This awareness and understanding will only come from experience with a range of leisure activities. It is the responsibility of educational institutions to offer experiences in such a way that each individual can learn the necessary skills, know the costs of undertaking specific leisure activities, and appreciate fully the personal satisfaction and rewards that are likely to follow from taking part in different recreational and leisure pursuits. One of the difficulties encountered by both individuals and by

their teachers is that, while certain rewards are known immediately in the form of satisfaction and pleasure of mastering a new skill, of creating a valued article or earning reward and praise, the long-term benefits of leisure education programs are rather more subtle and difficult to assess. Teachers, in particular, find it difficult to evaluate how far they have instilled positive attitudes towards a leisure time activity, because frequently the period of contact with a student is relatively short. Nevertheless, each leisure education program will have an effect on the individuals who take it, and must necessarily be assessed in these terms with the hope and anticipation that, for some, greater rewards will come at later stages in their pursuit of the leisure activity.

13.5 Relatively little research has been carried out either in Australia or overseas on how schools educate for leisure. The importance and value of extra-curricular activities in schools have long been recognised and both government and non-government schools in South Australia have developed rich and varied extra-curricular programs. However, much of the extra-curricular work undertaken by schools has been carried out by the staff of each school voluntarily and in their own leisure time. There is little doubt that both the students and the schools have profited greatly from the enthusiasm, dedication, and concern of staff who have undertaken such activities and conducted such programs on a voluntary basis. Nevertheless, the various limitations imposed on much extra-curricular activity has meant that relatively few students within a school participate to the full. If leisure education programs are to be provided for all to take part in, then they need to be built into the overall curriculum of the school and not considered merely as an extra-curricular activity. A report 'Educating for Leisure' from which this chapter has derived its title was published by the Office of Youth Affairs of the Commonwealth Department of Employment and Youth Affairs based on research carried out by Mr D.W. Fox of the staff of the Australian Council for Educational Research.[2] This report describes in some detail how five entirely different types of secondary schools have gone about developing a program of leisure education. In addition, the report presents leisure profiles for a sample of schools in each State. The profile for the sample of South Australian schools is generally above that of the other States, for the three aspects of the school leisure environment under consideration: motivation, opportunity, and linkage. Motivation refers to the climate of support, encouragement and recognition generated within the school as a backing to student involvement in different types of leisure activity. Opportunity is related to the experiences which the

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[2] D.W. Fox, Educating for Leisure [Report of a study carried out for the Office of Youth Affairs, Department of Employment and Youth Affairs], Canberra: AGPS, 1980.

school provides for students to take part in and develop skills in a range of leisure time pursuits, and linkage refers to the awareness levels and access skills promoted by the school to help students discover and follow up opportunities which exist outside the school for participation in activities which interest them. The leisure activities were classed in 11 groups: outdoor adventure activities, craftwork, social activities, drama, music, team game sports, small group ballgame sports, art, intellectual and literature interests, community service and club activities, and mechanical and technical hobbies. This evidence suggests that South Australian schools, in comparison with schools in other Australian States, have given greater consideration to leisure education programs and have developed a stronger leisure environment to support and foster such programs. Nevertheless, a markedly stronger environment for team game sports and relatively weaker environments associated with outdoor adventure, intellectual and literature activities, community service and clubs, and mechanical and technical hobbies were reported. These differences indicate different degrees of emphasis in South Australian secondary schools directed towards these different types of recreational activity. Among the schools described in the report that have developed significant leisure education programs were two South Australian schools: one a co-educational non-government school with students at all grades; the other a government secondary school with a community based program that was set in a metropolitan area with a significant proportion of students and their families from non-English speaking backgrounds. This report is commended as one which could well be used to stimulate the growth and strengthening of leisure education programs in secondary schools.

13.6 The Committee recognises that the possibility of shorter working hours, of periods of unemployment of varying length, of longer annual holidays, of more frequent periods of long service leave and of early retirement require that all educational institutions and secondary schools, in particular, should develop programs of education for leisure. Such programs should foster conscious decision-making about the place of leisure in the life of an individual. As a consequence the Committee most strongly advocates that the concept of education for leisure should be raised to a position in all schools where it is seen to be of greater importance than in the past. Furthermore, it is suggested that in developing a program concerned with education for leisure the full range of recreational activities should be supported. In addition, it is considered important that education for leisure programs should not be divorced from normal school programs and that where possible an integration with other educational activities should be maintained and assisted by staff from regional offices.

Thus effective education for leisure is more likely to develop from a consistency in attitude and a commitment extending across both formal and extra-curricular school activities, than by establishing leisure education departments, leisure subjects and leisure curriculum packages. Where possible the school's programs should be linked to community based activities. These proposals are strongly supported by the research undertaken and reported by Fox. More work is needed in the examination and analysis of successful programs in South Australian schools, particularly with respect to those programs that involve strong community links. In addition, what is already known should be more widely disseminated so that programs in this area will be maintained and where possible developed. Moreover the Committee expresses concern that, in the review carried out into teacher education, this aspect of education which the Committee believes to be of increasing importance would appear to have been largely ignored.

13.7 The Committee is aware of a movement in South Australian schools that is not only supportive of the wider use of schools by community groups, but also strengthens relationships between the school and the community which it serves. Some schools possess excellent facilities, including indoor sports halls, outdoor playing areas, and halls with stages that are suitable for dramatic and musical productions as well as craft rooms, art facilities and a range of audio-visual equipment. The Committee believes that it is not only economical to permit the facilities already existing in schools to be made widely available for community use, but it suggests that where possible new facilities that are being developed, either for a school or for a community, should be constructed so that sharing of the facilities can readily occur. The planned development of shared school and community recreational and leisure facilities is of particular importance in areas where new communities are being established and new schools are being built. To foster such planning, it would appear desirable that not only should an inter-departmental committee be formed at a central level between the offices of the Ministers of Education, Local Government, and Recreation and Sport, but also at the regional level, to ensure that consideration is given to these issues in places where action might follow. We recognise that there are legal aspects of joint usage of facilities by schools and community groups, together with financial problems, that must be considered. However, we are aware that such problems are gradually being resolved in other States. With the establishment of a school council for each school in South Australia and with the proposed establishment of Regional Education Councils in each region, it should be possible for such problems and issues to be resolved at the local level, either within each school or each region, to permit and to guarantee the optimal use of the facilities that are currently available and that might be provided in the future.

Table 13.1 Participation in the Department of Further Education Stream 6 Enrichment Courses

	Number of Individual Enrolments	Participation Rate (per 1000 Population)	Number of Student Hours (X 1000)	Stream 6 as a % of Total Student Hours
1972	38,795	32.3	2826.7	36.4
1973	36,012	29.6	2420.9	30.2
1974	34,148	27.6	2399.8	23.7
1975	35,713	28.5	2381.6	22.2
1976	45,310	35.9	2749.5	22.4
1977	46,925	36.8	2681.6	19.7
1978	48,512	37.7	2479.2	19.2
1979	47,334	36.6	2429.6	19.0
1980[a]	38,000	29.3	1844.1	15.0

Source: Information supplied by the Department of Further Education
Note: [a] Preliminary figures

Further Education Courses

13.8 The Department of Further Education conducts a wide range of courses known as Enrichment courses (Stream 6) which are aimed at personal, social and skill development. New courses are planned in response to expressed individual or group needs. These courses are conducted in the context of leisure education programs, but are consistent with the principles of life-long education and the strategies of recurrent education, principles which this Committee has endorsed in Chapter 4. The continued provision of enrichment studies is considered by the Committee to be essential, since such courses form the foundation of the leisure time activity of a considerable number of adults in the community. In Table 13.1 information has been recorded for the years from 1972, when the Department of Further Education was first established as a separate department, to the present day in 1980, on: the total number of individual enrolments; the total number of hours during which students were engaged in these Enrichment courses and the participation rate among the members of the population of the State (expressed per 1000 persons in the population); and the proportion which Stream 6 participation in student hours forms of the total numbers of hours in which students are engaged in Department of Further Education courses. Following an initial decline in both the total number of individual enrolments and in the participation rate, the numbers and the proportion of the population taking part in Enrichment courses have risen during the years since 1972. This indicates that there is a continuing demand for these courses which are offered by the Department of Further Education. It should be noted, however, that in recent years there has been a drop in the total number of hours during which students have been taking part in these Enrichment (Stream 6) courses. This decline in the total number of student hours would

appear to be associated with a preference for shorter courses, rather than courses extending over the whole of the year. It is of interest to note that approximately four people in every hundred in the State are taking part during a year in these Enrichment programs. In addition it is important to note that while the participation rate remains high, the proportion of teaching effort engaged in by the Department of Further Education which is associated with Stream 6 or Enrichment courses is steadily declining. Thus this aspect of the overall program of the Department is no longer dominating to the extent that it was in 1972. Nevertheless, it should be noted that in some colleges, for example, the Yorke Peninsula College of Further Education, Stream 6 courses account for more than 80 per cent of the total number of student hours, while at Regency Park Community College these courses account for less than five per cent of the total program. Clearly both are colleges of technical and further education and the Enrichment courses they provide serve different needs in different parts of the State. These extreme differences are, however, characteristic of the differences between metropolitan and non-metropolitan colleges with a mean value of 39 per cent in country colleges and 13 per cent in metropolitan colleges who are enrolled in Stream 6 courses, and indicate the important role that such courses play in a country town. It is also of interest to learn that for female students the enrolments in Stream 6 courses account for 51 per cent of total female enrolments, compared with 20 per cent for men, suggesting that the less competitive nature of the courses, without a final examination, together with the range of courses offered, lead women to take these courses more frequently than men. There is little doubt that Stream 6 courses are fulfilling a need in the community, and the evidence would seem to indicate that through their councils the colleges of technical and further education are being encouraged to develop courses to meet community needs and preferences.

13.9 The basic principles for the delivery of Enrichment (Stream 6) courses by the colleges of technical and further education is that the programs should be flexible and locally based, with a minimum of centrally prescribed constraints. In addition, current policies require that there should be a minimum financial contribution from departmental funds. These principles imply delegation to the college councils of the responsibility for these Enrichment (Stream 6) courses. In so far as the hire of the premises of the Education Department and the use of its facilities are involved for the provision of Stream 6 courses, it would seem appropriate that payment should be made by the college of technical and further education directly to the council of the school whose premises were being used. The

rate should be determined by mutual agreement, but again influenced by guidelines proposed by the Education Department. Since the use of the facilities of a school involves caretaking, maintenance, cleaning and charges for power, it would appear more satisfactory for payment to be made to the organisation that is likely in future to meet those charges, rather than as a book entry between departments. The cost of rental of school premises should be incorporated into the fees charged to students for attendance at courses. Since we have advocated that colleges of technical and further education make direct payment to schools for the rental of premises in lieu of the present central budgetary adjustments between the Departments of Education and Further Education, it is necessary to recognize that incidental budgetary changes are required. It is believed that the proposed measures, whereby schools will receive rental funds directly from users of facilities, will serve to encourage schools to share their facilities more freely with colleges of technical and further education and this will result in a more equitable arrangement.

13.10 In some situations full-time staff of colleges of technical and further education teach Stream 6 courses. It would seem unnecessarily complex for the monies obtained from students' fees for enrolling in courses conducted by full-time staff to be returned to general revenue, when such costs as are required for promotion of courses, rental of Education Department premises and the purchase of necessary equipment must be drawn from the funds for recurrent expenditure received by the colleges. It would seem more appropriate if colleges retained such monies with the explicit purpose of attempting to make the conduct of Stream 6 programs as self-sufficient as possible. However, the salaries of the full-time members of staff who were engaged in the administration and teaching of Stream 6 courses would be paid through the Department. It would, nevertheless, seem essential that limits should be placed on the total staff time of a college that could be used for the purpose of conducting Stream 6 courses. In addition it may be necessary to vary the limits between metropolitan and non-metropolitan regions, because of differing demands for Stream 6 programs. Under these arrangements not only would accountability, in educational terms, for the quality of the programs offered rest with college principals and college councils, but accountability for the financing of the programs would also rest with college councils. It would appear desirable for other organisations conducting similar types of enrichment courses within other types of educational institutions to operate under generally equivalent conditions. This may require the establishment of new positions within the colleges of technical and further education, which would be filled by staff appointed under appropriate industrial conditions, that made allowance for the conditions under which the work was being carried out.

Workers Educational Association Courses

13.11 The main activity of the Workers Educational Association is its general course program, most of which can be classified as equivalent to Stream 6 courses in colleges of technical and further education. The Association also conducts some courses of different kinds for which it receives grants from the Commonwealth Government or the Trade Union Training Authority. The general course program is subsidized by a State Government grant that is approximately 10 per cent of the total income received from fees. This grant serves to assist with administrative expenses rather than to support the instructional programs. Consequently it would seem appropriate for some provision to be made for a supplementary grant to be provided to the Association to enable disadvantaged groups to participate in the general course program under similar conditions as those which apply within the Department of Further Education. The provision of such a grant need not be accompanied by elaborate procedures for the accountability of the monies received, if evidence could be provided on those persons who had received a remission of fees because of membership of a disadvantaged group.

Education Department Community Programs

13.12 The Committee supports without qualification the involvement of the schools of the Education Department in the conduct of community programs that are in essence identical to many of the Enrichment (Stream 6) courses conducted by colleges of technical and further education. The Committee is aware that in many secondary schools adult enrichment classes have traditionally been conducted under the auspices of the Department of Further Education, and that the development of community education courses of a similar kind in secondary schools may appear to duplicate existing services. Nevertheless, the Committee accepts the recent development of philosophies and programs relating to community schools, and the use of school facilities by community groups, and it acknowledges the benefits that flow from a plurality of services. Consequently the Committee believes that ways and means should be found to enable a variety of approaches to the provision of leisure education programs to work side by side in harmony, each complementing the other, and fulfilling a need that the other has not chosen to fill. In cases where some rationalization is required between different providers of specific Enrichment courses, the Regional Education Councils would provide an appropriate forum for the resolution of any problems that may arise, and that could not be handled satisfactorily by the staff running the courses.

13.13 Secondary schools are not provided with substantial numbers of staff to conduct their community education programs. In one known case a Community Education Co-ordinator and a part-time clerical officer were

employed under a grant from the Schools Commission for a two year period, and the positions were subsequently maintained by the Education Department. As in colleges of technical and further education, part-time staff are employed to conduct specific courses. It would seem essential that existing practices in schools should be formalised along the lines considered above for colleges of technical and further education. It would also seem appropriate that schools with a commitment to community involvement should have access to any Department of Further Education resources available to assist in the provision of the community education program in the school in the same way as colleges of technical and further education have access to school premises at a charge negotiated between the two educational institutions. In a manner similar to that suggested for colleges of technical and further education, it would seem desirable that staff, particularly if employed with resources received from outside agencies, who are undertaking duties as a community education officer should be appointed under appropriate industrial conditions and not as teachers.

The Co-ordination of Enrichment Courses

13.14 The main problems of co-ordination of enrichment courses would not appear to lie between voluntary agencies, colleges of technical and further education, the Workers Educational Association and universities and colleges of advanced education who conduct such courses under conditions laid down by the Tertiary Education Commission. The Committee of Enquiry into Post-Secondary Education in South Australia[3] recommended that the Government should give consideration to increasing its financial support to voluntary agencies providing adult education and that the Tertiary Education Authority of South Australia should establish a standing committee to co-ordinate the provisions of adult education in the State. The Tertiary Education Authority of South Australia has recently established an Advisory Committee on Non-Formal Adult Education to undertake this work. However, it would appear to the members of the Committee that the main problems of co-ordination lie between colleges of technical and further education and secondary schools who will increasingly, we believe, become involved in community education programs. Under these circumstances it would appear more appropriate for the issues of co-ordination to be undertaken by a Committee that was responsible to the Education Policy and Priorities Executive.

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3 Committee of Enquiry into Post-Secondary Education in South Australia (Chairman: D.S. Anderson), Post-Secondary Education in South Australia, Adelaide: Government Printer, 1979.

13.15 With a higher proportion of the population entering the age bracket of mature age and elderly, the Committee noted with considerable interest the work being carried out by the Pre-Retirement Association of South Australia. This Association is a voluntary community service group that was formed in 1978 on the initiative of the Workers Educational Association of South Australia. It provides an organisation to meet the needs of people who are about to retire or who have recently retired from full-time employment to enable them to lead satisfactory and fulfilling lives with the resources available to them. The work being undertaken by this Association would seem to be of considerable importance and it would be a pity if it were to founder through lack of funds.

Accordingly the Committee RECOMMENDS that :

R13.1 programs of education for leisure should be developed in both primary and secondary schools, that are linked where possible to community-based activities;

R13.2 (a) the importance of Enrichment (Stream 6) courses in colleges of technical and further education, and of community programs in schools should be recognized, with the salaries of full-time course co-ordinators being provided for out of departmental funds;

(b) apart from the salaries of course co-ordinators, the Enrichment (Stream 6) courses in colleges of technical and further education and the community programs in schools should be fully supported by fees collected from students attending the courses, and by government subsidies for disadvantaged groups;

(c) the Education Policy and Priorities Executive should establish a committee to co-ordinate and arrange for the exchange of monies between the colleges of technical and further education and the schools for education with respect to Enrichment (Stream 6) courses and community programs.

CHAPTER 14

A COMMITMENT TO YOUTH

Significant Problems

14.1 In recent years there has emerged in Australia a problem of youth unemployment of such significant proportions that a time has now been reached when bold and new policies are required if effective solutions are to be achieved. It is important to recognise from the outset that this problem is not unique to Australia and has occurred in most other western industrialised nations. Different nations according to the extent of their commitment to youth have sought different solutions and have achieved differing degrees of success. The Committee in the course of its deliberation was able to learn directly from Professor Torsten Husén of the attempts made in Sweden to guarantee for youth in that country the opportunity for education, training or employment or some effective combination of these. While problems exist in this area in other Australian States, it is essential to recognise that the situation is more acute in South Australia than elsewhere in the country, and as a consequence, effective solutions should be found in this State as soon as is possible.

14.2 Some would argue that the issues which have given rise to these problems were primarily economic and that, with an upsurge in the economy, conditions could change and the critical nature of the situation could be eased. It is, however, becoming apparent that even with favourable changes in economic circumstances in Australia, the structural changes that have occurred would not give rise to sufficient employment to cater for youth who lack skills and experience in the workforce. These views suggest that the problems are almost entirely related to economic affairs or to industrial and employment matters. However, it is the contention of the Committee that the issues are related to long-term structural changes in society, particularly in the workforce, as well as to matters of education and training. Thus there is some hope that the education system working in collaboration with other groups can help to develop effective solutions. There are, however, several limiting factors operating including peer group pressures, teacher attitudes and parental expectations. These will need to be taken into consideration in the solutions that are developed to these problems. The Committee believes that changes in the relevance and structure of education offered to youth can make a major contribution.

14.3 Youth Unemployment

In Table 14.1 the unemployment rates by age for the State of South Australia and for Australia over the past decade have been recorded. It will be seen that overall unemployment started to become a significant problem in 1975,

Table 14.1 Unemployment Rates by Age, South Australia and Australia 1970 to 1980

	Unemployment Rates (%)										Ratio of Rate 15-19 yrs to Rate all ages	
	15-19 years		20-24 years		25-34 years		35+ years		all ages			
	SA	Aust	SA	Aust	SA	Aust	SA	Aust	SA	Aust	SA	Aust
Aug 1970	n.a	3.2	n.a.	1.6	n.a.	1.2	n.a.	1.1	1.8	1.4	n.a.	2.3
1971	5.7	3.7	3.6	2.1	a	1.4	1.7	1.2	2.5	1.7	2.3	2.2
1972	6.8	5.8	a	3.1	3.2	2.3	2.5	1.7	3.2	2.5	2.1	2.3
1973	8.5	4.7	a	2.3	a	1.3	1.3	1.3	2.5	1.8	3.4	2.6
1974	8.2	5.8	3.2	3.2	2.4	2.0	1.5	1.5	2.8	2.4	2.9	2.4
1975	14.9	12.9	5.7	5.9	4.1	3.4	2.5	2.8	4.9	4.6	3.0	2.8
1976	13.2	14.2	4.2	6.4	3.2	2.6	2.2	2.6	4.2	4.7	3.1	3.0
1977	20.0	18.0	8.7	7.6	3.6	3.9	2.9	2.9	6.3	5.7	3.2	3.2
1978	21.5	16.8	10.1	9.2	5.7	4.7	3.4	3.5	7.4	6.2	2.9	2.7
1979	23.5	17.4	11.7	8.2	5.9	4.6	3.0	2.9	7.6	5.8	3.1	3.0
1980	23.2	16.7	11.5	8.8	6.9	4.6	3.0	3.0	8.0	5.9	2.9	2.8

Sources: ABS, Cat. Nos. 6201.4, 6204.0 and 6203.0

Note: [a] Sample size in survey too small to enable reliable estimates

although unemployment amongst youth had begun to increase from 1972 onwards. Nevertheless, it should be noted that the ratio of unemployment among the 15 to 19 years age group in relation to that for all ages has not changed significantly during the decade. It is clear, however, that, while unemployment amongst adults is of some importance, the high level of unemployment amongst youth aged 15 to 19 years presents an extremely serious problem. It should also be noted from Table 14.1 that conditions in South Australia are more acute than on average in other parts of Australia. Table 14.2 sets out the unemployment rates by age across the age ranges 15 to 17 years, 18 to 19 years, and 20 to 24 years, and by sex for South Australia and Australia at August 1980. It is evident from the information recorded that unemployment is highest among those in the youngest age band and decreases steadily with increasing age. While the rate is still relatively high among 18 and 19 year-old youth it is substantially less than the rate for 15 to 17 year-olds. For the 20 to 24 year age group the rate falls to less than half that for the 15 to 17 age band. The higher rates for South Australia are clearly seen in Table 14.2. In addition, it is important to note, particularly in South Australia, that there is a significantly higher rate of unemployment among females than among males. While it is now more likely that girls will remain at school longer than boys, and it is probable that many girls are returning to school for further schooling rather than face unemployment, the range of employment opportunities for girls is rather more limited than for boys, when they lack any specific training or skills. There are many factors contributing to higher levels of youth unemployment. The general state of the economy is clearly crucial. When there is a decline in the demand for labour, it is those without experience and skills who are likely

Table 14.2 Unemployment Rates by Age and Sex, South Australia and Australia for August 1980

% recorded	Male		Female		Total	
Age	SA	Aust.	SA	Aust.	SA	Aust.
15-17	27.1	19.2	28.2	22.5	27.6	20.8
18-19	17.1	11.0	21.0	15.6	19.0	13.2
20-24	13.0	8.5	9.7	9.1	11.5	8.8

Source: ABS, (S.A.), unpublished
Note: Standard errors in SA estimates are likely to be higher than in Australian estimates due to the smaller survey sample size for SA

to be displaced first. This tendency which affects new entrants to the workforce is exacerbated by the high level of juvenile wage rates as compared with adult rates and by the low level of productivity of young workers through lack of skills and through their attitudes to work. Additional factors influencing the higher unemployment rates among youth are the increased participation of mature-aged women in the workforce, the changed job structure whereby the proportion of unskilled and semi-skilled jobs has declined, and the high level of costs for providing on-the-job training for young workers.

14.4 Research studies[1] have indicated that youth who leave school early have not only more difficulty in obtaining a first job, but are also more likely to be unemployed and to have a longer period of unemployment. While ability to master the skills of literacy and numeracy, when other factors such as the number of years of schooling completed have been taken into account, does not influence the time taken to find a first job, it is lack of skill in numeracy that would appear to influence significantly whether or not young persons are ever unemployed and the number of months during which they face unemployment. This evidence suggests that employers, in general, are unable to evaluate the literacy and numeracy skills of job applicants and use as a substitute for specific information on student competence the number of years of schooling completed. It is evident that they do evaluate their employees' competence in number work more specifically than literacy skills, and those who can count and measure and calculate with accuracy are likely to hold their job, while those who lack these skills are more frequently likely to face unemployment. It would seem from the evidence presented that lack of competence with numbers together with a generally lower level of educational attainment, arising from early school leaving, does appear to be related to the capacity of a young person both to obtain and to hold employment. These findings are confirmed by the extremely low level of achievement on tests of number work of unemployed youth who participate in

[1] See T.H. Williams, J.J. Clancy, M. Batten, and S. Girling Butcher, School, Work, and Career: 17-year-olds in Australia, Hawthorn, Victoria: ACER, 1980, p.100.

Table 14.3 School Leavers : Estimated Origins and Destinations South Australia 1979-1980

Origins	Numbers	Destinations	Numbers
Year 9 and below	1600	Full-time education	
		Universities	2100
Year 10	3370	C.A.Es	2400
		T.A.F.E.	500
Year 11	8670	Full-time employment	6800
		Apprenticeship	2600
Year 12	9360	Unemployment	4700
		Other (at home, left State, etc)	3900
Total	23000	Total	23000

Sources: Various government sponsored educational programs for unemployed youth.[2]

14.5 After Leaving School

At the present time approximately 23,000 students leave school each year. In Table 14.3 we have recorded for the year 1979-80 where these students came from by year of schooling, with approximately 40 per cent of them leaving at the Year 12 level. The other large departure level is after Year 11 where again approximately 38 per cent leave. The proportion leaving at Year 10 is approximately 15 per cent, while the remainder leaving at Year 9 and below amount to approximately 1,600 students. Compared with the rest of Australia, South Australia has a very high retention rate from Year 10 to Year 11, a matter of some significance in the planning of alternative educational programs at the upper secondary school level. The greatest demands are very clearly for alternative programs that will hold students for the twelfth year of schooling. However, there would appear to be some demand for alternative courses at the Year 11 level. The destinations of these school leavers has also been recorded in Table 14.3. Approximately 2,100 went universities, with 2,400 enrolling at colleges of advanced education for full-time study. The numbers engaged in full-time study at colleges of technical and further education are substantially lower, and as indicated in Chapter 9 significantly below the Australian average. Likewise the numbers taken into apprenticeship programs while comprising approximately 11 per cent of the school leavers are also substantially below the Australian average. Approximately 7,000 of the school leavers gain employment, but a significant number amounting to about 20 per cent are unable to find work or find only irregular employment, and become eligible to receive unemployment benefits. A substantial number are

[2] G.D. Hubbert, An Evaluation of the Education Program for Unemployed Youth, Canberra: AGPS, 1980.

Table 14.4 Average Junior Earnings and Levels of Relevant Income Support in Australia in October, 1973 to 1981 ($ per week)

Year October	Average Junior Earnings Male	Female	Unemployment Benefit 16-17	18-20	Secondary Allowance Scheme	TEAS Ordinary	Independent
1973	58.20	50.10	23.00	23.00	2.90/7.70	-	-
1974	77.80	69.20	31.00	31.00	2.90/7.70	16.35	26.90
1975	87.10	83.60	36.00	36.00	8.65	19.25	30.80
1976	100.50	97.70	36.00	41.25	8.65	19.25	32.00
1977	111.30	108.70	36.00	47.10	10.55	24.00	43.00
1978	118.80	114.70	36.00	51.45	10.55	24.00	45.15
1979	128.60	123.70	36.00	51.45	10.55	29.25	45.15
1980	146.30	138.40	36.00	53.45	10.55	29.25	45.15
1981	n.a.	n.a.	n.a.	n.a.	12.65	32.12	49.54

Sources: Paper by D. Dixon, Income Support for Young People, for presentation at the Academy of the Social Sciences in Australia and the Centre for Economic Policy Research, Joint Conference on Youth Employment Education and Training, ANU, 23-25 February 1981
Commonwealth Employment Service
Commonwealth Education Office (Adelaide)

unaccounted for who leave the State or stay at home as hidden unemployment. The evidence suggests that South Australian schools have developed patterns of education that provide programs, relatively satisfactorily at least in comparison to other States, for youth up to the end of Year 11, with some dropping out from school at the Year 10 level. On the other hand the low level of full-time participation in colleges of technical and further education and the low level of engagement in apprenticeship programs would appear to suggest that in these areas there is a lack of appropriate opportunities. This deficiency in educational and training opportunities provided for youth in colleges of technical and further education or in apprenticeship programs may be a consequence of a lack of demand for trained personnel in the work-force, and thus a lack of incentive to undertake appropriate training. However, the consequences are a high level of unemployment amongst the youth in the State.

14.6 Earnings and Levels of Support

In considering the various alternatives available to youth beyond the period of compulsory schooling at age 15, it is necessary to examine the relative levels of earnings and support provided by different schemes of the Commonwealth Government. There is a range of allowances paid to full-time students. However, the majority who receive support for the final two years of secondary schooling do so under the Secondary Allowance Scheme (S.A.S.), which replaced the Commonwealth Senior Secondary Scholarship Scheme that in 1973 and 1974

provided $2.90 per week free of a means test and an additional $4.80 subject to a means test. The current level of assistance under S.A.S. is $10.60 per week, but is subject to a test of income of the family. The major source of income for full-time students at the post-secondary school level is through the Tertiary Education Assistance Scheme (T.E.A.S.). Two general levels of support are provided depending on whether a student lives at home or is 'independent' as a consequence of being over 25 years of age, an orphan, or married, or having two years' previous employment. At the basis of the T.E.A.S. scheme for the ordinary category is the expectation that parents will contribute to the payment of the student's educational costs, or the student will obtain some additional money through casual or part-time employment. The allowance of $32.12 for students in the ordinary category is subject to a means test on the income of the family. If they are aged 21 years or more and choose to live away from home, or are younger and have to live away from home, students may qualify, subject to a means test, for an allowance of up to $49.54. Up to the age of 16 years the parents of all children receive a child endowment allowance of $15.20 per month for the first child, rising to $119.25 for five children, where each additional child attracts an extra $30.35 per month. If, however, a youth has attained the age of 16, and has left school and sought employment but is unable to gain employment, then from 16 and up to the age of 18 years that youth is entitled to unemployment benefits of $36.00 per week. It should be noted that these benefits have not risen since 1975, presumably to deter youth from seeking this alternative to education or training in some form. Youth of 18 to 20 years of age have, since 1976, received increased unemployment benefits and are now eligible for $53.45 per week. It is important to note that these unemployment benefits are not subject to a means test on the income of the family as are payments received under the Secondary Allowance Scheme and the T.E.A.S. ordinary category. In Table 14.4 information is also given on the average level of earnings of juniors under the age of 21 years, with separate information for males and females.

14.7 The variety of schemes, their different assumptions with respect to the contribution that the family might be expected to make and the differing policies of adjustment for increases in cost of living make clear the lack of coherence among them. There has from time to time been strong advocacy for rationalisation.[3] However, any attempt to rationalise policies appears to be confronted by bureaucratic attitudes in Commonwealth Government departments, in which there is a reluctance to move away from current programs and policies.

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[3] See for example P.H. Karmel, Youth, Education and Employment, Hawthorn, Victoria: ACER, 1979.

The whole question has been thrown into the melting pot by the recent proposals advanced by the Commonwealth Ministers of Employment and Youth Affairs, and Education, who have tentatively suggested that unemployment benefits should not be paid prior to the age of 18 years. It is argued that up to this age youth should be considered as dependent upon their families and if unemployed should be supported by their families. These proposals have been subjected to criticism. Nevertheless, it would appear that it is an appropriate time not only for a reconsideration of unemployment benefits, but also of all current support schemes. It is clear that there are some youth who in the absence of a positive and coherent policy for youth are preferring to receive unemployment benefits rather than continue at school or in other educational and training programs. It also seems unlikely that most youth would prefer the dole to regular employment and the quite generous returns that are currently received from such employment. Whether the level of unemployment benefits, which are well above the support received for programs of study, leads some youth to choose unemployment rather than study and the relatively high risk of failure or genuine lack of satisfaction from such study is open to question.

14.8 Alternative Educational, Training and Employment Programs

With the termination of income maintenance and job creation schemes, the Commonwealth Government provided increased support for apprenticeship programs and the introduction of schemes to cater for the needs of youth. The following schemes are in operation:

(1) The Commonwealth Rebate for Apprentice Full-time Training (CRAFT) Scheme seeks to increase the number of apprenticeship training opportunities and the quality of the training. The CRAFT Scheme provides a tax exempt rebate to employers to compensate for the training received by the apprentice, and a living away from home allowance.

(2) The National Employment and Training System (NEAT) has developed into a collection of programs for providing financial assistance for vocational training, to assist individuals to undertake training for occupations which are in demand, to help disadvantaged groups, and to supplement the supply of skills. Under NEAT the Special Youth Employment Training Program (SYETP) is specifically designed to assist youth with vocational training, and it provides a weekly subsidy of about one-third of the male adult average wage to an employer to provide training on-the-job of up to 17 weeks' duration

for a person aged 15 to 24 years who has been unemployed and away from full-time education for at least four out of the past 12 months. As from February 1981 an enhanced rate of subsidy will be paid and training extended under certain conditions for those aged 18 to 24 years.

(3) A School to Work Transition Program seeks to promote more effective links between education and employment. Under this program in South Australia, it is hoped that pre-vocational training will be developed and money will be provided to maintain the Education Department's Transition Education Unit. The Committee has strong reservations about certain aspects of the work of this unit, believing, for example, that its emphasis on education for unemployment is one that should be firmly rejected by educators. In addition, we believe that its primary attention should be directed to more vocationally linked activities.

(4) The Education Program for Unemployed Youth (EPUY) has been designed to assist those young unemployed who have educational deficiencies which limit their prospects for gaining employment. An evaluation study of the EPUY in four States highly commended the South Australian program.[4]

(5) The Commonwealth Employment Service (CES) has been expanded gradually to increase the services that it offers. Recently a special counselling and advice service was provided for young people under the age of 25 years who have been continuously registered as unemployed for eight months.

(6) The Community Youth Support Scheme (CYSS) provides grants to community groups to enable them to set up projects that help unemployed youth to maintain a positive attitude towards employment and to improve job search and interview skills.

(7) The Volunteer Youth Programme has been introduced as a pilot program to help unemployed young people to participate in voluntary community service.

14.9 There is a variety of programs provided by the Commonwealth Government for youth. Table 14.5 shows the numbers served and the expenditure incurred on these programs during the years 1978-79 and 1979-80 and those anticipated for the financial year 1980-81. The costs of these programs have fluctuated and, following a substantial reduction in expenditure on the Special Youth Employment Training Program (SYETP), the total expenditure has built up in 1980-81 to its former level. Considerable numbers of youth are benefiting

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[4] Hubbert, op. cit.

Table 14.5 Numbers and Expenditure on Commonwealth Youth Unemployment Programs in South Australia

Scheme	Expenditure ($'000s)			Numbers assisted		
	1978/79	1979/80	1980/81 (est)	1978/79	1979/80	1980/81 (est)
CRAFT	2823	4225	7349	3235	9160	8000
NEAT-SYETP	9413	3025	3700	5000	4900	5000
EPUY	207c	410	500	652	825	930
School to Work Transition	-	2300a	2434b	-	N.A.	N.A.
CYSS	832	850	953	N.A.	N.A.	N.A.
VYPc	-	10	14	-	58	27
PAYOc	14	27	45	N.A.	N.A.	N.A.
Totals	13289	10,847	14995	8887	14943	13957

Source : Commonwealth Department of Employment & Youth Affairs.
Notes: a calendar year 1980
b calendar year 1981 (estimated)
c estimated as 9% of Australian total.

from these programs, although it should be noted that the programs offered vary considerably in duration, and it is not possible to determine readily the total numbers by which the pool of unemployed youth is reduced at any time by the effects of these programs. From this review an impression is obtained of a range of programs, largely unco-ordinated, which have been developed to meet a variety of perceived needs. In many ways variety and flexibility of approach are essential to meet successfully the new problems associated with youth unemployment that have emerged. Nevertheless, the evaluation of the EPUY Program, undertaken by an independent evaluator, revealed that the youth who needed these programs most were those who had difficulty with reading, who did not have knowledge of how the system worked or of the different alternative programs that were available to them. It is clear that if the programs which are provided are to have maximum benefit for youth, there is a need at this time for planning and co-ordination of effort.

14.10 The Commonwealth Ministers for Employment and Youth Affairs and for Education have moved as a matter of urgency to find further ways of increasing the opportunities available for youth under the age of 18 years in education, training and employment. The Premiers of each State have been asked by the Prime Minister to consider ways of increasing substantially the range of educational programs offered in secondary schools and in colleges of technical and further education. The Commonwealth Government has moved in recent months to increase its commitment through additional allowances to youth who have taken part in approved full-time Commonwealth funded school-to-work transition courses, as well as an increased level of payment

and a raising of the means test for the Secondary Assistance Scheme. It would appear an appropriate time for an even more radical consideration of programs for youth. Since the problems that exist are likely to remain, it would seem appropriate for well-planned and well-co-ordinated efforts to be made to provide some stability for the programs. The current approaches of the Commonwealth Government show all the signs of ad hoc, temporary endeavours and do not give planners in the States guarantees of long-term and sustainable programs.

A Youth Policy Council

14.11 In its investigations the Committee has found that on some aspects of the problems as many as four state departments are involved. It is unfortunate that the South Australian Bill for the establishment of an Industrial and Commercial Training Commission has not seen the problems of youth unemployment of sufficient consequence to include provision to meet these problems. Nevertheless, it is evident that there is necessarily a considerable degree of overlap between the work to be undertaken by the Commission and the development of suitable programs for youth, as has been indicated above from the evidence of a shortfall both in numbers in full-time training in colleges of technical and further education and in apprenticeship programs in South Australia. There would appear to be some co-ordination across departments in the development of programs for unemployed youth, but little evidence of co-ordination of activities was made available to the Committee. Under these circumstances the Committee strongly urges as a matter of some urgency that a Youth Policy Council should be established to develop an integrated and co-ordinated program for youth in South Australia. The Council should be established under its own Act of Parliament, but not as a Statutory Authority. It should report directly to the Ministers of Education, Industrial Affairs and Employment, and Community Welfare and should be directly responsible to the Premier. The Council should be chaired by an independent person preferably with legal experience in the industrial field, should have representation at a senior level from the Departments of Education, Further Education, Industrial Affairs and Employment, and Community Welfare, from employers and from the trade unions, and should have one person with an interest in and concern for disadvantaged groups in society, possibly unemployed girls or Aboriginals. The Council should be established and located in the Premier's Department. The Council would be served by staff comprising persons currently employed in the Youth Bureau, the Education Department, and the Department of Further Education, but should have an independent existence which is guaranteed under its own Act. In establishing this Council the Committee takes the view that the problems of youth are not ones of short-term significance but are likely to be present for some considerable time.

14.12 The Functions of The Council

The primary purpose of the Youth Policy Council is the development of flexible and integrated programs of services for youth in South Australia. The Committee believes that to develop appropriate programs in South Australia it is essential that the State and Commonwealth Governments recognise the need for a comprehensive youth policy that guarantees for youth up to the age of 18 years a choice of education, training and employment, or any combination of these, either part-time or full-time, so that unemployment becomes and is seen to be the least acceptable alternative. The Committee acknowledges that any significant improvement in the area of a lasting nature must be the product of joint agreement and action by the Commonwealth and State Governments. Nevertheless, we believe that the South Australian Government would be better advised and equipped to initiate policies if it had the benefit of advice from the proposed Youth Policy Council. There are also important initiatives that can be introduced at the state level. It should be noted that for every youth who elects to undertake education beyond the age of 16 years it costs the State approximately $2,000 per annum together with a Commonwealth Secondary allowance. However, the Commonwealth Government is saved $1872 per annum in unemployment benefits, and the youth would suffer a loss of income. There are several guiding principles which must be recognised in the development of both a comprehensive policy and a specific program of services within the State.

14.13 A Family Orientation

To be successful the services must not be exclusively youth oriented, but should be directed towards youth in a family context. While we recognise that during adolescence there is a striving for independence, research has indicated that the influence of the family on the actions of youth is greater than that of the school or the peer group.[5] Some youth may have separated from their family of birth prior to the age of 18 years (and may indeed have established a family of their own); nevertheless, 18 years is the age now recognised by law at which adult rights and privileges are given.

14.14 The Role of the School

Educational institutions provide education and training for youth to assist them to enter adult society. While the school recognises these duties which it must fulfil, it, in general, abrogates to other institutions responsibility for successful transition to the world of work or higher education after youth have left school. In recent years schools have accepted responsibility for providing transition education and career guidance programs, and the

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5 See W.F. Connell, et al., 12-20, Studies of City Youth, Sydney: Hicks Smith, 1975.

counselling and guidance services offered have been greatly improved. Individual students are usually able to obtain assistance if they seek it. If youth, particularly those at risk through early departure from school, are to choose appropriately from among the alternatives available, it will be necessary for these services to be provided on more than a casual basis. This would appear to require a counselling system based on the school that has the primary role of pastoral care, rather than careers or vocational guidance. Counsellors and teachers should each take responsibility for a number of individuals over the necessary period of years, at least to the age of 18, so that the individuals may be helped to choose appropriate education, training or work activities. Moreover, this help should be undertaken in close collaboration with the individual's family. Some would argue that such a system of pastoral care might be better located outside the school, and we believe that it would not be inappropriate for colleges of technical and further education also to provide such a service for youth. However, schools have the necessary background knowledge of students, they are likely to have staff available who could undertake such work, and indeed some schools are beginning to take on these roles. However, the counsellor must have a close relationship with the world of work. It is of some concern that schools are seen by many to have failed youth who have become alienated from them possibly because of inappropriate educational programs provided. Nevertheless, it would seem likely that greater commitment by the schools to the needs of youth will help schools to reorient their activities and programs to meet those unfulfilled needs. The Committee at this time urges that schools at the upper secondary level should not remain single purpose institutions dedicated to preparation for entry into higher education. Schools should maintain a commitment to the intellectual growth of the students they serve, but education has broader goals than this, and the schools should endeavour to meet the needs of all youth and not just the needs of the most able.

14.15 Diversification of Programs

In the establishment of a suitable range of programs and services for youth, activities wider than those capable of being conducted by schools must be introduced. Consequently, the raising of the school leaving age to 16, 17 or 18 years would not be an effective solution. The schools almost certainly could not cope, the range of alternatives offered would be seriously diminished and there is no indication that they would support such a move. It is we believe necessary to provide relevant programs in a variety of locations. Thus the different types of programs and services offered at present probably do, in the main, represent developments in the right direction. If possible,

some further experimentation with alternative strategies would appear to be required.

14.16 Basic Skills

The evidence available from research would appear to indicate that a proportion of youth, perhaps up to one quarter[6], emerge from school without all the skills that enable them to read, calculate and communicate at the level required in everyday adult life. They are thus seriously handicapped both in their search for employment and in their participation in society. Teachers in schools throughout Australia would appear to have recognised the needs of such youth, and have increasingly sought to provide appropriate programs to help them. We believe this is an area requiring further study and attention in schools. There will be some with these basic skills insufficiently developed at the time they leave school, so that the services provided for them should recognise their needs and seek to provide appropriate educational programs within a new environment of work or on-the-job training that will help to meet these needs.

14.17 The Roles of Employers

Satisfactory programs for youth are not just the responsibility of the educational system. Employers have a responsibility to society to make a very substantial contribution. The support that they have given to the Industrial and Commercial Training Bill and to the establishment of a new Commission is an indication that they recognise the need for new programs of training. However, these programs of themselves are not enough. Employers must be willing to participate fully in apprenticeship training programs. They must provide on-the-job training for youth, since training in schools and colleges of technical and further education is not a substitute for the training at the work-bench or in the field. Employers require skilled workers; they are likely to face in the future recurring needs for the retraining of staff with new skills. They must consequently share to the full in providing opportunities for youth to acquire the skills and attitudes necessary for working effectively in a range of different jobs. The involvement of employers in youth training programs can be assisted by incentives from the Commonwealth Government, as is currently taking place. However, employers should be persuaded at the state and local levels to contribute to new initiatives taken by the Youth Policy Council as a social duty to youth.

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6 See J.P. Keeves, J.M. Matthews, and S.F. Bourke, Educating for Literacy and Numeracy, Hawthorn, Victoria: ACER, 1979.

14.18 The Range of Options

The following range of options could exist for youth to engage in education, training or employment up to the age of 18 years:

1 traditional full-time education in a high school;

2 traditional full-time education at a university, college of advanced education or college of technical and further education;

3 up to half-time participation in newly developed educational programs which would seek to hold the interest of youth with a record of low achievement and low motivation, and which would be conducted in high schools or possibly in special institutions established by schools for the purpose;

4 up to half-time participation in newly developed pre-vocational or pre-apprenticeship programs which would seek to serve the needs and interests of youth who had formally broken with schools and which would be conducted in colleges of technical and further education or possibly in special institutions established by colleges for this purpose;

5 half-time or in excess of half-time work experience programs provided by employers;

6 full-time skill training in apprenticeship programs;

7 full-time employment; and

8 part-time employment and part-time training at a tertiary institution taken independently.

Youth who had engaged in full-time employment, but had subsequently lost their jobs, could proceed to seek further employment or could revert to a school or a college of technical and further education to obtain part-time work experience and part-time education or training.

14.19 Financial and Program Considerations

Some rationalization is necessary with respect to the payments made and the programs offered to youth. In one model that is typical of several that might be developed, the following is proposed:

> For all youth engaged in full-time education an increased Secondary Allowance Scheme payment should be made to students over the age of 16 years and up to the age of 18 years, whatever type of institution the students are attending. A payment at the present time of approximately $30 per week would seem appropriate, subject to a means test on income of family. Youth who are required to live away from home in order to undertake full-time study would receive an additional allowance also subject to a means test on the income of the family. Programs should continue as at present for employers who employ youth on a full-time basis and who provide approved on-the-job training for them. For youth engaged in full-time work, normal income tax policies would apply.

Apprenticeship programs should continue to be associated with tax rebates as at present in order to recompense employers for time lost by employees who attend institutional training programs. Youth who were unwilling to engage in full-time education would be offered half-time or in excess of half-time work experience with the remaining portion spent in part-time education on programs that promoted development of basic skills, development of specific trade skills or a general education. The young people would receive payments equivalent to those provided under the Secondary Allowance Scheme, subject to the receipt of monthly statements from both the employers and the school of satisfactory participation in the program. This would require the employer and the educational institution to work in close collaboration; the school would initiate the work experience program and would receive the monthly statements of satisfactory participation. Employers would receive a grant or tax concessions to provide suitable work experience for the young persons participating in the scheme. In addition to schools, colleges of technical and further education could participate in the scheme and would provide the part-time courses as considered appropriate. These financial policies would apply until the time the young person reached the age of 18 years, or the end of the year at which the young person reached the age of 18 years. The Special Youth Employment Training Program, the School to Work Transition Program, the Community Youth Support Scheme, the Volunteer Youth Program, and the Education Program for Unemployed Youth would cease to apply for youth up to the age of 18 years. Under this model of financial policies, unemployment benefits would cease to be paid to youth under the age of 18 years. In addition, the parents of youth under the age of 16 years would continue to receive child allowance payments. If a young person over the age of 15 years and under the age of 16 years obtained full-time employment he would be free to leave school. Alternatively if a school considered it more appropriate for a young person in this age band to cease to engage in full-time education, participation in the work experience program of part-time work and part-time study would be permitted, except that the SAS allowance would not be paid, although a payment to the employer would be made.

Many variations of this model are possible.

14.20 The role of the Youth Policy Council of South Australia would be to advise Commonwealth Government departments on the reallocation of currently provided resources, including the very considerable sum that is provided in the form of unemployment benefits to youth, in order to implement the above programs. To date, the policies of different Commonwealth Government departments have largely involved dictation to the States concerning the types of programs which the former believe should be implemented. It is clear that Commonwealth Government departments have sometimes vied with each other in obtaining benefits to attract youth to participate in specific programs. Without the active participation and goodwill of authorities within the State, and without those authorities being given the initiative to develop new and effective alternative educational programs, the total undertaking will founder. To accomplish a significant change the Youth Policy Council must necessarily take considerable initiative at the state level to bring into existence effective programs.

14.21 The challenge to the educational system of the request to develop alternative approaches for the education of youth is timely with respect to both manpower and facilities. With overall reductions in enrolments, with marked reductions in central regions and lesser reductions in some metropolitan areas, there would appear to be under-utilised facilities for education in many parts of the State. The new approaches required would seem to demand a knowledge of the world of work which some teachers lack, but which some others have, and it may be necessary to select carefully teachers for participation in these programs and to provide some opportunity for further training for others. It must be acknowledged that the teaching force has perceptive and dedicated people within it, who might be expected to rise to a challenging situation at the upper secondary level to develop new and imaginative programs to meet the needs and interests of youth.

14.22 Unless a comprehensive policy is evolved for the development of coherent and integrated programs for youth, unless employers and members of the teaching service accept a commitment to youth to provide new approaches, unless governments join together to finance and promote programs that reach all youth according to their specific needs and provide for them a more effective introduction into adult society, divisions will grow in our society that may in the long term lead to a serious breakdown.

Accordingly the Committee RECOMMENDS that :

R14.1 a Youth Policy Council should be established under its own Act to advise the Commonwealth and State Governments on the development of appropriate policies and programs for youth in South Australia;

R14.2 The Youth Policy Council should report directly to the Premier, and its secretariat would be located within the Premier's Department.

CHAPTER 15

THE TEACHING SERVICE

Introduction

15.1 The effectiveness of schools and the excellence of the education provided are influenced primarily by the quality of the teaching service. While the salary bill for teachers in the Education Department is the largest single item in the State Budget, amounting to 22 per cent of the total, it is also probably one of the most important. The Committee of Enquiry into Education in South Australia in 1971 argued that class size was one of the best indications of the quality of an education system. In addition, it commented on the fact that the current pupil/teacher ratios were unfavourable in terms of the class size with which they were associated, and made clear recommendations for reductions in class size in both primary and secondary schools.[1] Furthermore, the recommendations included a provision for the replacement of teachers who were on extended or casual leave or secondment, as well as on leave for approved courses of study. The date of 1978 was set for these recommendations to become fully operative.

15.2 The changes that have taken place in the size of the teaching service as a consequence of these recommendations are recorded in Table 15.1.[2] It will be noted that while there has been a fall over the years from 1970 to 1980 in enrolments in primary schools there has been a marked increase in the number of primary school teachers. Likewise at the secondary school level, while there has been a slight increase over this period in the number of students, the number of secondary school teachers has increased by nearly 75 per cent. It will be seen from Table 15.1 that the pupil-teacher ratio declined rapidly to achieve the targets set for 1978, when a levelling off occurred. Since that date the ratio has continued to fall. In addition, the number of teachers who were out of the classroom for the purposes of professional refreshment and on other duties, including advisory teachers and as release time scholars, has greatly increased. In 1980, slightly in excess of four per cent were engaged in this way. While the ratio of total number of students to the total number of teachers is not directly related to class size, it is a useful crude indicator of the changes that have occurred in the conditions under which teachers are employed with respect to the number of students in the schools. However, it should be noted that in 1981, it is

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1 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp.146-147.

2 The information recorded in Table 15.1 includes Special School students and teachers in the 'Primary' categories for students and teachers.

Table 15.1 Numbers of Students and Teachers: Years 1970 to 1980

Year	Students (August)			Teachers (June)					Pupil Teacher Ratio
	Primary	Secondary	Total	Primary	Secondary	Area	Other[b]	Total	
1970	156,922	71,866	228,788	5,138	3,759	747	122	9,766	23.4
1971	156,458	74,982	231,440	5,291	4,141	791	133	10,356	22.3
1972	154,886	77,926	232,812	5,689	4,594	847	152	11,282	20.6
1973	152,426	79,043	231,469	5,672	5,125	845	110	12,052	19.2
1974	152,901	79,578	232,479	6,421	5,598	885	356	13,260	17.5
1975	151,975	82,737	234,712	6,612	6,057	942	470	14,081	16.7
1976	151,499	82,115	233,614	6,729	6,266	990	634	14,619	16.0
1977	152,079	81,131	233,210	7,363	6,208	1,037[a]	728	15,336	15.2[c]
1978	149,964	80,491	230,455	7,951	6,555		653	15,159	15.2
1979	146,793	77,732	224,525	8,010	6,547		622	15,179	14.8
1980	143,300	75,800	219,100	7,984	6,532		650	15,166	14.4

Source: Education Department records

Notes: [a] Since 1978, teachers in Area Schools have been separated into primary and secondary categories.

[b] Other teachers include advisory teachers, release time scholars, etc.

[c] The teacher numbers before 1978 are not full-time equivalents and the values reported in this column would be greater for the years 1970 to 1977 if full-time equivalents were used.

anticipated that there will be a substantial reduction in the numbers of both release time scholars and advisory teachers and these numbers are expected to be well below those recorded under the category 'other' for 1980.

15.3 The effects of these changes on the costs of education are recorded in Table 15.2 where the average costs per pupil for both primary and secondary schools are recorded, together with the value of the consumer price index for the Adelaide region. The changes in the per pupil costs relative to the changes in the consumer price index are more readily interpreted if the 1970-71 costs are set at 100 and indices are calculated for the years that follow to 1979-80. The evidence is striking. It should be noted that while initially expenditure on primary and secondary schooling was maintained at corresponding cost levels from year to year, after 1973-74 there has been a steady rise in the expenditure on primary schooling relative to secondary schooling. The indices recorded in the table also show that, even after allowance has been made for increases in the consumer price index, the cost of educating a student in primary school has doubled over the period of ten years and the cost per student in secondary schools has increased by in excess of 70 per cent. However, from submissions received by the Committee, it would appear that since 1972-73 the salary levels of teaching staff have not grown at a rate commensurate with that of general community wages in so far as they are reflected in average weekly earnings.

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Table 15.2 Indices of Per Pupil Costs for Years 1970-71 to 1979-80

Financial Year	Primary		Secondary		Adelaide Region	
	Per Pupil Cost $	Index	Per Pupil Cost $	Index	CPI	Index
1970-71	222	100	417	100	112.5	100
1971-72	274	123	507	122	119.2	106
1972-73	313	141	587	141	126.5	112
1973-74	395	178	741	178	143.9	128
1974-75	537	242	995	239	169.7	151
1975-76	677	305	1,258	302	190.5	169
1976-77	798	359	1,478	354	220.1	196
1977-78[a]	902	406	1,534	368	241.8	213
1978-79	996	449	1,643	394	259.7	231
1979-80	1,132	510	1,813	435	285.8	254

Note: [a] The basis for calculating per pupil cost changed after 1976-77, but there is no marked discontinuity in the indices reported.

15.4 It is of interest to examine whether the expenditure per pupil differs significantly between the States and whether all States have achieved the targets set by the Schools Commission in 1973. In Table 15.3, indices calculated from information published by the Schools Commission and the Commonwealth Department of Education have been presented. These indices record for the years 1972, 1976 and 1979 the expenditure on recurrent resources, which is largely dominated by the costs of the teaching service at each level. The Schools Commission in 1973 set target levels for adjusted cost indices of 140 for primary and 135 for secondary schools to be achieved by 1979. The degree to which each State has achieved or exceeded the target level has also been recorded in the Table 15.3. It will be noted from the information recorded in Table 15.3 that, while the South Australian government schools did not have the highest level of expenditure on recurrent resources in 1972, the indices were above the Australian average that was set at 100. By 1976, South Australia had the highest level of expenditure at the secondary school level. Three years later in 1979 it had the highest indices of expenditure at both levels of schooling, exceeding by considerable margins the target expenditure levels of 140 and 135 that were set for primary and secondary schools respectively. It is apparent that in so far as expenditure influences the quality of education provided at both primary and secondary levels in South Australian government schools, the quality might be expected to be high, probably the highest in Australia. The expectation of the community would appear to be that further improvements in the quality of educational services should be achieved within the overall level of resources, by adjusting priorities rather than by further expenditure.

Table 15.3 Indices of Recurrent Resource Expenditure in Government Schools in Relation to Schools Commission Targets for Years 1972, 1976 and 1979

State	Primary			Target	Secondary			Target
	1972	1976	1979	100	1972	1976	1979	100
New South Wales	99	126	144	103	95	116	138	102
Victoria	101	143	167	118	100	142	159	118
Queensland	100	143	160	114	99	116	127	94
South Australia	102	142	181	129	106	145	161	119
Western Australia	97	138	160	114	113	141	158	117
Tasmania	103	152	162	116	109	133	159	118
Total	100	137	158	113	100	129	147	109

Sources: Schools Commission, Report for The Triennium 1979-81, Canberra: AGPS, 1978, p.29.

Commonwealth Department of Education, Progress in Education 1980-81, Canberra: The Department, 1980.

The Pupil-Teacher Ratio

15.5 There are two aspects of teaching conditions in schools that have a substantial influence on the pupil-teacher ratios that were recorded in Table 15.1. The first is the size of the class groups actually assembled in schools, and the second is the amount of non-contact time that teachers at different levels are permitted. Accurate information on actual sizes of class groups is difficult to obtain since it will vary substantially at the secondary school level, where choice of subjects is permitted, according to the subject being taught. Consequently, pupil-teacher ratio is used as a surrogate for class size although the deficiencies of this ratio are clearly recognised as giving little indication of the actual sizes of class groups in schools. In Table 15.4 information on pupil-teacher ratios is recorded for both South Australia and Australia overall for the years 1972 to 1980 at both primary and secondary school levels. It should be noted that in 1972 the pupil-teacher ratios in South Australian schools at both levels marginally exceeded the Australian average. However, by 1980 the South Australian pupil-teacher ratios were significantly below those recorded on average for Australian schools. Thus it might be expected that South Australian teachers, in general, would face smaller groups in their classrooms than would teachers in other parts of Australia. The information available to the Committee suggests that small class groups are particularly common at the Year 12 level. This provision of small class groups is, in the main, at the expense of the remainder of the students in a school. To give some indication of the differences between average class sizes and pupil-teacher ratios we are informed that average class sizes in 1980 determined from a

Table 15.4 Pupil-Teacher Ratios in South Australian and Australian Primary and Secondary Schools: Years 1972-1980

	Primary		Secondary	
	South Australia	Australia	South Australia	Australia
1972	25.9	25.6	16.3	15.2
1973	24.3	25.0	14.9	15.4
1974	23.0	24.1	13.6	14.8
1975	22.7	22.6	13.2	14.2
1976	21.7	21.8	12.7	13.7
1977	20.0	21.1	12.4	13.1
1978	18.8	20.9	12.4	12.8
1979	18.3	20.3	11.8	12.3
1980	17.9	20.0	11.6	12.2

Sources: Schools Commission, Statistical Bulletin, September 1980
ABS (Canberra) for 1980 preliminary data on student and teacher numbers.

survey of schools were estimated to be 22.4 at the primary school level and 18.0 at the secondary school level compared with pupil-teacher ratios of 17.9 and 11.6 at the primary and secondary school levels respectively. In 1980, the approximate values for teacher non-contact time were eight per cent in primary schools and 26 per cent in secondary schools. These values vary greatly from school to school, depending on the policies adopted by each school, and on the times principals and deputy principals reserve for administrative duties. In addition, the base used for the calculation of non-contact time is open to question.

15.6 Changes in class sizes and the surrogate index of pupil-teacher ratios or in non-contact time can have a highly significant influence on the total costs of education. There is little understanding or use, by those responsible for the allocation of resources to schools, of the simple but basic relationship that exists between average non-contact time, average class size and pupil-teacher ratios and thus of the costs to the educational system for a given number of students. The fixed theoretical relationship which exists between average class size, pupil-teacher ratio and average non-contact time is(see Appendix G):

$$C = \frac{R}{(1 - \overline{NCT})}$$

where: C = average class size
R = pupil-teacher ratio

$\overline{NCT}$ = average non-contact time

For a given level of student enrolment, changes in the costs of provision will be related to the change in the number of teachers required to service the schools by the following equation:

$$dS = s.dT$$
$$= s.\ E\left(\frac{1}{R_1} - \frac{1}{R_2}\right)$$

where: dS = change in cost of provision
s = average teacher salary
dT = change in number of teachers required
E = student enrolment
R = pupil/teacher ratio which changes from value R_1 to R_2 with changes in either average class size or average non-contact time.

Since dS, the change in cost of provision and dT, the change in total number of teachers required, are related by a constant factor, the effects of changes in the pupil-teacher ratio on the costs of education for a system can be shown by a single graph that has a dual labelled vertical axis to differentiate between costs of provision and total numbers of teachers required.

15.7 In examining the relationships between pupil-teacher ratio and cost, it is necessary to consider separately the primary and secondary school sectors since different average teacher salaries apply to each sector. In Figure 15.1 the graphical relationships between pupil-teacher ratio, change in annual salary costs, and change in total number of teaching staff required have been presented for both the primary and secondary sectors. These curves allow a quick estimation of the staffing and cost implications of any changes in pupil-teacher ratio for student populations of the given size in 1980 of about 141,000 primary school students and 79,500 secondary school students,[3] with the 30 June 1980 average salary levels of $15,316 and $16,600 for the primary school teacher and the secondary school teacher respectively. A similar graph could be drawn for the special school sector with 2,300 special school students.

15.8 It should be noted that in Figure 15.1 the definition of pupil-teacher ratio takes account of school-based teaching staff only.[4] Thus any variations to the pupil-teacher ratio can be construed in terms of changes directly relating to average class sizes or average non contact time, rather than to other factors such as changes in the percentage of teachers out of schools as release time scholars or as advisory teachers. To illustrate the use of these graphs, we note from Figure 15.1 that as school-based pupil-teacher

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3 Excludes enrolments in special schools and classes. Secondary enrolments as at February 1980, primary enrolments as at August 1980.

4 It should be noted that the information in Table 15.4 takes account of all teaching staff and not just school-based teaching staff.

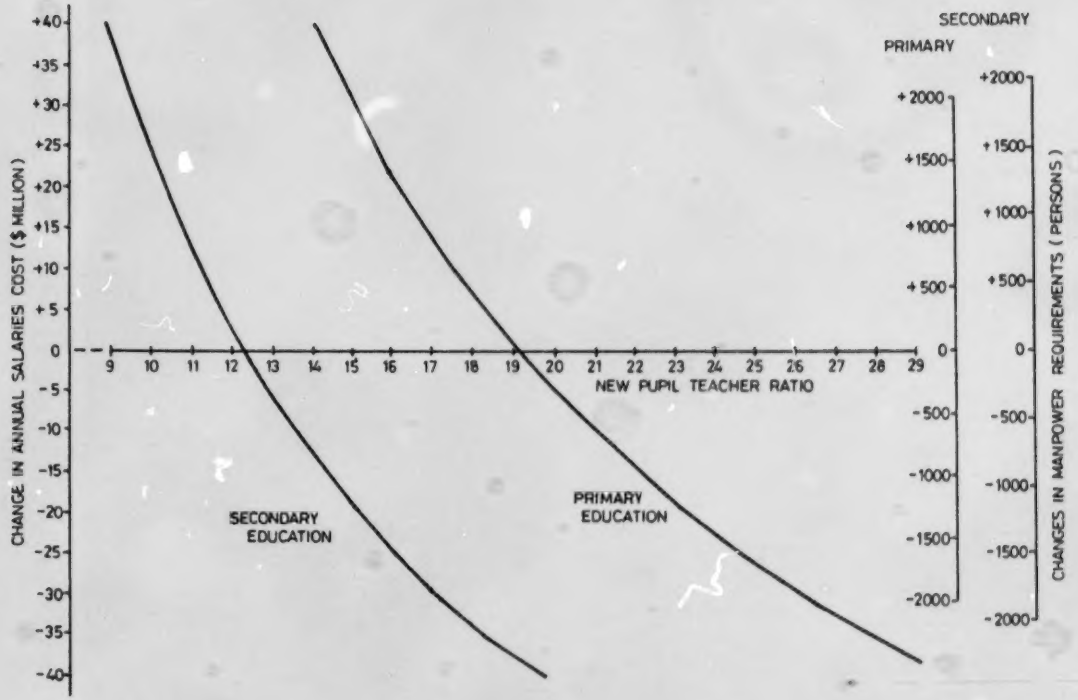

Figure 15.1 Changes in Annual Salary Costs and Manpower Requirements Consequent upon Changes in the Pupil-Teacher Ratio (1980 Prices and Enrolment Levels)

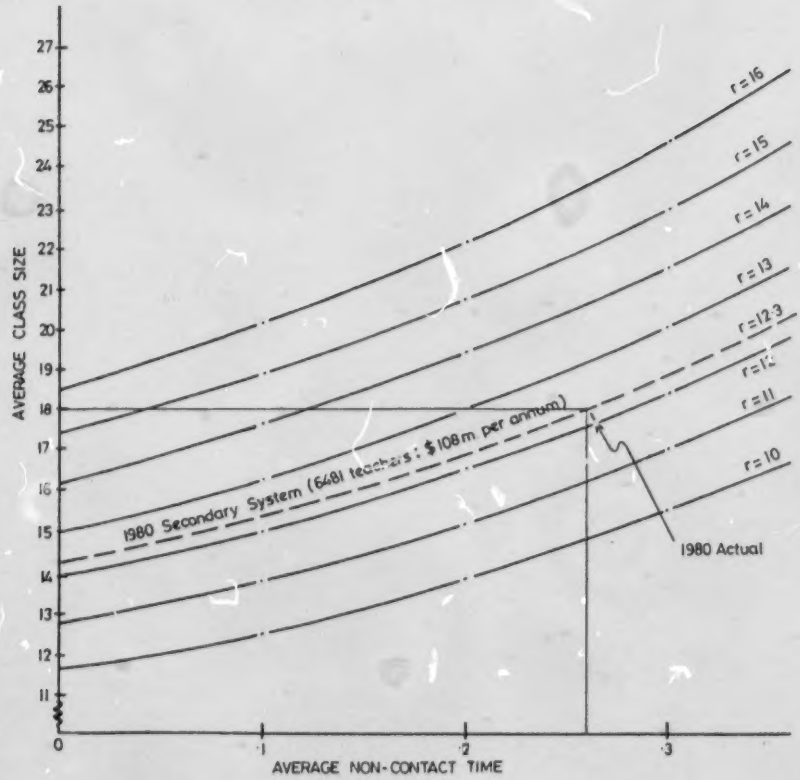

Figure 15.2(a) Relationship between Average Class Size and Average Non-Contact Time for Various Values of Pupil-Teacher Ratio - Government Secondary Schools

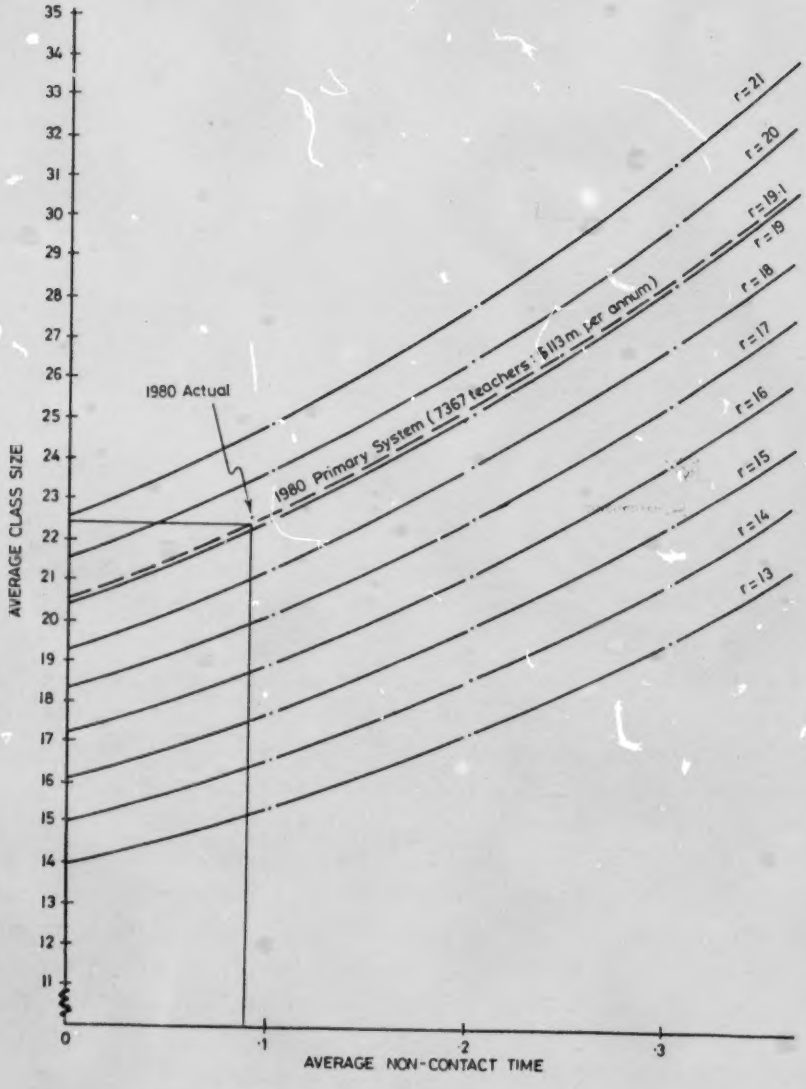

Figure 15.2(b) Relationship between Average Class and Average Non-Contact Time for Various Values of Pupil-Teacher Ratio - Government Primary Schools

ratios improved from the 1970 values (primary = 28.4, secondary = 17.2) to the 1980 values (19.1 and 12.3 respectively), this change alone would entail some additional 2400 primary and 1850 secondary school teachers being employed to teach the 1980 student body compared with the numbers of teachers who would have been engaged under the pupil-teacher ratios of 1970 for the same student population. The total additional cost involved is some $68million per annum at June 1980 price levels, made up of about $37 million and $31 million for improvements in the primary and secondary pupil-teacher ratios respectively. By way of further explanation, since average non-contact time for secondary teachers has apparently improved little since 1970, the improvement in secondary pupil-teacher ratios has been reflected almost entirely in reduced average class sizes. In effect, some $31-million per annum is spent in maintaining the current average secondary class size at about 18.0 as opposed to the 1970 average class size of 25.2 in secondary schools.

15.9 The relationship between average class size, pupil-teacher ratio and average non-contact time presented in paragraph 15.6 has been shown in graphical form in Figure 15.2 in terms of a family of curves obtained by plotting average class size against average non-contact time for fixed values of the pupil-teacher ratio. Since a direct relationship between pupil-teacher ratio, change in total costs of provision, and change in total number of staff required has already been shown, it is clear that for each pupil-teacher ratio curve there is a fixed total cost of provision and a fixed total number of teachers required. Change from the current situation existing in 1980, both with respect to cost and to number of teachers, can also be obtained by comparisons between curves for hypothetical conditions and the curves representing the current situation in primary and secondary schools which are indicated by dotted lines in Figure 15.2. Cross referencing to Figure 15.1 allows cost and staff number changes to be estimated for any change in pupil-teacher ratio. Since any discussion about teacher non-contact time is nearly always related to the level of non-contact time available to teachers in non-promotion positions, it has been necessary to adjust the formula given in paragraph 15.6 which applied to all school-based teachers (including those in promotion positions) in the school system. The adjusted formula takes account of the proportions of promotion staff and their higher levels of non-contact time and allows a plot of average class size against average non-contact time of teachers for given values of the total pupil-teacher ratio. Since the adjustments to the formula differ for the secondary and primary sectors, separate graphs have been provided in Figures 15.2(a) and 15.2(b) for the secondary and primary sectors respectively.

15.10 In making estimates of the demand for school teachers over the coming decade, the staff of the Education Department and the Tertiary Education Authority of South Australia, working together, have assumed a steady fall in the pupil-teacher ratio over the next decade of 0.7 points at each of the primary and secondary school levels. However, they have not considered in the making of their estimations any change in the non-contact time allowed to teachers. Some submissions to us have recommended that maximum sizes of classes should be 25 students at both primary and secondary levels with a maximum of 20 students at the upper secondary level. In addition there have been calls by both primary and secondary school teachers for 33⅓ per cent non-contact time for the purposes of preparation, correction and other duties. It can be seen from the formula given above that it is most meaningful to think in terms of whether a given level of staffing (pupil-teacher ratio) admits the achievement of a particular combination of average non-contact time and average class size. In particular, it is the average class size and not the maximum class size that is guaranteed by a given staffing level and non-contact time combination. The range of class sizes, and therefore the maximum size that will be encountered, is basically a consequence of school-based policy and organisational decisions. For example, a secondary school which offers very wide curriculum choice to a small body of upper secondary students will necessarily have many small classes, which must ultimately be counterbalanced by large classes in the lower secondary years to maintain the average class size dictated by the level of staffing and non-contact time, as shown in the formula set out above. It would be a fundamental departure from equal treatment for all schools not to use the same basic staffing formula for all schools, in order to limit maximum class sizes and accommodate variations in other policies which might differ from school to school. The choice is basically a choice between providing staff on a formula basis, thereby applying the same principles to all schools, which appears to be equitable, or treating each school independently and therefore, in all probability, differently from the rest.

15.11 In any discussion about non-contact time, one must clearly understand the basis on which non-contact time is calculated. In the past the total weekly working time of a teacher, for the purposes of distinguishing the teaching and non-teaching components, has been equated with the typical student week or the hours for which the school is open to students. This is by no means a base which is uniform across all schools. Some innovative schools are open and conduct classes from 8 a.m. to 8 p.m. under flexible attendance arrangements. Of even more fundamental significance is the fact that the average school week is some 100 minutes shorter in primary schools than in

secondary schools. The often quoted values of 8 per cent and 26 per cent non-contact time in primary and secondary schools respectively are in fact calculated on quite different bases. If one takes into account the difference in the average length of the 'school week' between primary and secondary schools, the level of primary non-contact is close to 15 per cent. It must be further observed that it is somewhat arbitrary to take the average 'school week', as some 26 hours, for the basis for calculation when it is known that the real working week for teachers is considerably longer. If, in the absence of any prescribed duty hours for teachers, one adopts as a base, the typical public sector working week of 37.5 hours, then the average weekly primary teaching load of about 23 hours represents a non-contact time of 39 per cent, and the average weekly secondary teaching load being about 20 hours represents a non-contact time of about 47 per-cent. At this stage the Committee simply draws attention to these issues concerning the basis for reckoning non-contact time.

Nevertheless, by reverting to the currently used basis for definition it is possible to determine the resource implications of claims for increased non-contact provision that have been made. In the discussion that follows this basis has been assumed for purposes of illustration without implying any endorsement of the currently used basis for calculation. From Figure 15.2(a) it can be deduced that this proposed policy of increasing the non-contact time for secondary school teachers from 26 per cent to 33⅓ per cent could be accommodated either by keeping average class size constant and changing the pupil-teacher ratio to about 11.3, thereby employing approximately 570 additional teachers at an additional cost of $9.5 million, or alternatively at no cost by increasing the average class size from 18.0 to 19.6. Any combination of these two extremes is of course also possible. Expressing average non-contact time in primary schools on a common base with secondary schools means that primary teachers in fact currently enjoy some 14.6 per cent non-contact time relative to a standard secondary school teaching week. A similar process of adjustment reveals that some 28.5 per cent non-contact time in the standard primary school teaching week is equivalent to 33 per cent non-contact time in the standard secondary school week. To reach such a level of primary non-contact time, Figure 15.2(b) reveals that this could be done at no cost by retaining the current pupil-teacher ratio and by increasing average class size from 22.4 to 28.2. Alternatively retention of the current average class size while improving non-contact time to 28.5 per cent would involve a change of pupil-teacher ratio from 19.1 to about 15.2 entailing the engagement of some 1900 extra teachers at an additional annual cost of some $29 million (see Figure 15.1). These estimates assume a continuation of

current ratios of base grade positions to promotion positions in the teaching force.

15.12 The Class Size Question

Considerable prominence has been given in the past two years to the publications of Glass and his associates[5] in which a technique of meta-analysis has been applied to 100 or more experimental investigations that have investigated relationships between class size and student achievement. In addition, the techniques have also been applied to experimental investigations that have examined relationships between class size and teacher satisfaction and student attitudes. The studies are of considerable methodological and practical importance. The findings may be summarized briefly as follows:

1 There is a gradual increase in student achievement with a fall in class size. However, it is only when class sizes become very small that gains in achievement are of practical significance.

2 The influence of class size on classroom processes, students' attitudes and teacher satisfaction are both strong and consistent; with a reduction in class size, teacher satisfaction is greater and students' attitudes are more positive.

These findings, while not above question since there are relatively few studies that have investigated small class groups of below 15 students, and there is some instability in the estimates that have been made for such groups, are generally acknowledged to be sound. Not only is the work carried out by Glass and his associates of high quality, but their findings in the main accord with the intuitions and less formal experiences of the general body of teachers. Nevertheless, the costs of substantial reductions in class sizes are very considerable and the gains in achievement slight and likely to be unreliable. One of the policy implications of the work reported is that sizable gains in achievement are most likely for small groups. Under these circumstances it would seem beneficial to reduce significantly the size of the group for the purposes of intensive instruction, perhaps for remedial teaching, or perhaps where a small number of students has failed to master a specific aspect of learning. The evidence available would seem to indicate that gains in achievement and more positive student attitudes are likely to result from such instruction. Indeed, practices of this kind to achieve such ends have been common for remedial teaching, and for the purposes of coaching in situations where intensive instruction is required. Thus, it would seem likely that the

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5 G.V. Glass, and M.L. Smith, Meta-Analysis of Research on the Relationship of Class-size and Achievement, Boulder, Colorado: University of Colorado, 1978.

greatest overall benefits would come from the provision of resources to implement practices of small group instruction for limited periods of the day, or the week. It must be recognised, however, that removal from regular class instruction for long periods may produce gaps in student learning of work presented in normal classes. Nevertheless, the provision of teacher aides and the use of tutorial instruction in small groups is seeking to achieve those benefits that research into class size strongly supports.

15.13 Teachers' Working Week

Among the problems encountered by teachers has been that of heavy work loads with little time for preparation and marking. There is increasingly a greater range of professional duties required of teachers as they become involved in a range of out-of-school activities, in school-community relationships, in committees for the planning of change to the curriculum, and in counselling children who arrive at school distraught because of marital and other problems experienced by the child's parents. Indeed, it is becoming increasingly common for teachers to be drawn into such situations as parents themselves seek help and advice. There has been little accurately documented on how teachers, deputy principals, and principals in schools spend their working day. Under the circumstances the Committee considers it essential that a carefully designed research study be undertaken to document in detail how samples of teachers working under a variety of conditions and at different levels in the teaching service spend their day, both inside and outside the classroom. Only through such a study could the working conditions of teachers be available in sufficient detail and with sufficient precision to enable consideration to be given to the optimal use of teachers' working time and to desirable changes in the teachers' working week.

15.14 School Assistants and Ancillary Staff

The Committee of Enquiry into Education in South Australia in 1971 argued[6] that the provision of supporting staff in the schools who could serve to free principals and teachers for their tasks as educational administrators and educators was one of the most important and direct ways of achieving improvement in the quality of education provided by the schools in a reasonably short period of time. The Committee recommended that the scale of employment of non-teaching staff be greatly expanded to a level of two ancillary staff of all kinds for every five teachers. In addition, the Committee recognised the needs for many different types of assistance, for

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6. Committee of Enquiry into Education in South Australia, 1971, op. cit., pp.210-216.

Table 15.5 Ancillary and Support Staff in Government Schools: Year 1979
(Full-time equivalent staff recorded)

	NSW	Vic	QLD	SA	WA	Tas
Primary						
Instructional[a]	1,399	716	1,840)	1,418	532	197
Clerical/Admin.	1,581	565	416)		315	122
Caretaker/General	-	1,319	328	161	388	162
Total	2,980	2,600	2,584	1,579	1,235	481
No. of Teachers	23,720	20,023	11,868	8,041	6,539	2,433
Anc.Staff/100 Tchrs.	12.6	13.0	21.8	19.6	18.9	19.8
Secondary[b]						
Instructional[a]	1,613	1,299	585	891	408	224
Clerical/Admin.	1,479	1,065	494	70	351	142
Caretaker/General	1,123	1,838	250	262	228	44
Total	4,215	4,202	1,329	1,223	987	410
No. of Teachers	22,523	20,756	7,613	6,562	4,956	2,318
Anc.Staff/100 Tchrs.	18.7	20.2	17.5	18.6	19.9	17.9

Source: Schools Commission, Statistical Bulletin, September 1980
Notes: [a] includes ancillary staff in special education
[b] Definitions differ between States. Care should be taken in making comparisons.

short training courses for ancillary staff, and for inservice and pre-service education that would lead teachers to change their patterns of teaching to make full use of the ancillary staff available. Subsequently the Interim Committee for the Australian Schools Commission[7] reported on developments to appoint more ancillary and support staff to schools, but would not seem to have recommended substantial increases or specific ratios for the provision of ancillary staff in Australian schools. However, the grants provided by the Schools Commission for recurrent expenditure would appear to have been used to provide ancillary staff and teacher aides to schools in greater numbers. In Table 15.5 information for 1979 has been recorded on the number of ancillary and support staff in government primary and secondary schools in the six States. In addition, an index of the number of ancillary staff per 100 teachers has been calculated. With the exception of a low level of provision of ancillary staff in the primary schools of New South Wales and Victoria there is a high degree of uniformity in the numbers of ancillary staff for each one hundred teachers in the schools in different parts of Australia. However, the numbers are only approximately half those recommended by the Karmel Committee of Enquiry for South Australia in 1971 as a reasonable target number of 40 ancillary staff for every 100 teachers, together with a ratio of one

7 Interim Committee for the Australian Schools Commission. op. cit., pp.35-36.

ancillary staff for every two teachers for special schools. This Committee noted the similarity in the level of provision of ancillary staff between primary and secondary schools in South Australia. However, the inclusion of the ancillary staff for special schools with those in primary schools would inflate the figures for primary schools. These data would appear to confound the prevailing impression of the existence of high relative differences in the levels of provision of ancillary staff in primary and secondary schools in South Australia as compared with other States. It is recognised that the ancillary staff employed in schools are of many different types, and they are currently employed under at least five different awards. These awards make no provision for such staff to be transferred from one work situation to another, and thus there is a lack of flexibility in the procedures for appointing, transferring, relocating or retrenching ancillary staff. With substantial fluctuations likely in the numbers of students and teaching staff in schools over the coming years, it would seem desirable that maximum flexibility should exist for the employment of ancillary staff. Under these circumstances, the Committee believes that steps should be taken to bring all persons employed as non-professional, non-teaching staff under the one industrial award which would incorporate suitable provisions for transfer, reduction of hours of employment and retrenchment.

Accordingly the Committee RECOMMENDS that :

R15.1 all persons employed as school assistants should be employed under one industrial award, which makes suitable provision for transfer, reduction of hours and retrenchment.

The Committee is also concerned that optimal use may not be made of the ancillary staff currently employed in schools, because of lack of training for such staff or because teachers have little knowledge of how to use ancillary staff most effectively. Consequently, it suggests that a research study be undertaken to investigate and to document the way in which ancillary staff spend their working day, the extent to which they relieve the teaching staff of more routine tasks, the manner in which they relate to the teaching staff, and the benefits likely to arise from increasing the numbers of ancillary staff to the levels advocated by the Karmel Committee of Enquiry in 1971.

15.15 Conditions of Employment of Teachers

The Committee has noted that teachers salaries are determined through awards made by the Teachers Salaries Board, while their conditions of employment are determined by the South Australian Industrial Commission. Thus decisions associated with changes in level of salaries both for teaching staff of the

Table 15.6 Estimated Number of Teachers Seeking Employment Years 1977 to 1980

Year of Application	1977	1978	1979	1980
Applications for employment	2382	2992	3261	3352[a]
Second applications	na	na	1175	1600[b]
Permanent appointments made	874	812	681	360
Contract Appointments (estimate)[c]	na	1200	1500	1800
Estimated Minimum Unemployed	na	980	1100	1200

Source: Education Department

Notes:
[a] Includes an estimated number of applications received after 1/12/80
[b] Not final figure as additional permanent appointments may yet be made
[c] Maximum possible number, some teachers may have received more than one contract during 1981.

Education Department and the Department of Further Education could be made without at the same time relating them to conditions of employment. It would appear rather more satisfactory if both types of award could be made by the one body, and at the present time it would appear to be more appropriate for the Teachers Salaries Board to undertake both duties.

Accordingly the Committee RECOMMENDS that :

R15.2 awards associated with the salaries and conditions of employment of teachers of both the Education Department and the Department of Technical and Further Education should in future be made by the one body, which should be the Teachers Salaries Board.

In addition, the Committee suggests that an examination should be undertaken of the problems arising from the employment of staff in different parts of the educational service under different Acts, and to the ways in which these problems might be resolved to enable greater flexibility to be maintained for the transfer of professional, teaching, and ancillary staff from one part of the service to another.

15.16 Declining Enrolments and the Employment of Teachers

In Chapter 3, evidence for the further reduction in enrolment in schools that is likely to occur in the future was presented. In addition, it was noted that a significant fall had already taken place at both the primary and secondary school levels. Nevertheless it is necessary to recognise that this decline will be greater in certain areas than in others. Indeed, some expansion of educational services will still be required in areas where development is occurring. As a consequence, in part of the fall that has already taken place, there is marked and widespread concern among members of the teaching profession for those who have successfully undertaken courses in teacher education and who have been unable to obtain employment.

15.17 In Table 15.6 the only information that is available on the numbers of teachers who might be considered to be seeking employment is recorded for the years 1977 to 1980. It was surprising to the Committee that more accurate statistical information on this and on other matters relating to personnel was not readily available. It is the opinion of the Committee that the lack of accurate statistical information is not a consequence of the need for more staff to undertake this work but the result of a failure to use efficient recording and data-processing procedures. Staff with greater expertise in the collation, analysis, presentation and interpretation of statistical information would appear to be required. Nevertheless, the information that was made available at short notice to the Committee on this aspect of teacher unemployment indicates that there has been for the past three years a substantial body of teachers seeking employment. There are, of course, many who have been trained as teachers and who eventually find satisfying employment in other areas. As a consequence the Committee suggests that the general education provided by the colleges of education in South Australia is of considerable value. We would advocate that the colleges should give further consideration to providing courses which involve a degree or diploma that is general in nature and which would be followed by a post-graduate or post-diploma course in education. This might prove to be a more flexible form of post-secondary education at a time of teacher unemployment.

15.18 The current imbalance in the supply of and demand for teachers, which contrasts strongly with the position that existed for the period from 1950 onwards for 25 years of a serious shortage of qualified teachers, would appear to have arisen, not so much from the decline in student enrolments, but more from a reduction in the numbers who depart from teaching for reasons of death, retirement and resignation to undertake other employment. Better leave conditions may also have contributed. The incidence of unemployment among the general population, and the difficulty with which employment could be obtained during recent years has resulted in a marked drop in the numbers of teachers who have resigned. An unfortunate term 'wastage' is customarily used for this departure of teachers from the teaching service. For the sake of consistency with current practice we have chosen to use this term, whilst at the same time believing that it has unfortunate connotations. In Table 15.7 the wastage rates for South Australia and, where available, for Australia overall, for teachers from the primary and secondary sectors have been recorded for the years from 1972 to 1980, together with predicted wastage rates for the years 1981 until 1990. It should be noted that during recent years the wastage rate in South Australia has been lower than for Australia overall. As a consequence it might be expected that unemployment among teachers has been more acute here

Table 15.7 Wastage Rates for South Australian and Australian Teaching Services. Years 1972 to 1980, Actual: Years 1981-1990, Projected

	Actual					Projected			
	S.Australia		Australia			S.Australia		Australia	
Year	Prim.	Sec.	Prim.	Sec.	Year	Prim.	Sec.	Prim.	Sec.
1972	14.6	12.7			1981	4.5	4.0	6.1	6.1
1973	13.6	13.3			1982	5.0	4.5	5.8	5.8
1974	12.5	10.5	12.0	14.5	1983	5.5	5.0	5.5	5.5
1975	9.2	8.8			1984	6.0	5.5	5.7	5.7
1976	8.4	8.2			1985	6.5	6.0	5.9	5.9
1977	6.0	4.5	9.0	10.0	1986	7.0	6.5	6.1	6.1
1978	5.1	4.2	7.2	7.0	1987	7.0	7.0	6.3	6.3
1979	4.4	3.7	6.7	6.7	1988	7.0	7.0	6.5	6.5
1980	4.5	4.1	6.4	6.4	1989	7.0	7.0	6.7	6.7
					1990	7.0	7.0	6.9	6.9

Source: South Australian Education Department
Tertiary Education Commission Working Paper on the Supply of and Demand for New Teacher Graduates in the 1980s, October 1979, Table 5

than in other parts of Australia. While the South Australian wastage rates are likely to remain below those for other parts of Australia during the next few years, it is expected that by 1990 they will be generally similar to those elsewhere, having risen a few points from the present levels. It would appear that while there will be some easing from the current position, it is not anticipated that there will be a return to a situation where between one in seven and one in eight teachers resign from the service each year.

15.19 It might well be argued that this fall in wastage rates will have beneficial effects for the quality of education provided by the schools, since it will lead to far greater stability in the teaching force of each school, so that systematic planning of the school curriculum can take place. In the past where there has been a rapid turnover of teachers arising from high wastage rates and accelerated promotion, some schools have encountered serious difficulties in maintaining continuity in their teaching programs. Rates of turnover for secondary school science teachers within a particular school have been reported to be as high as one third of the teaching force per year.[8] It has been strongly argued that such a high degree of movement amongst teachers was detracting seriously from the quality of instruction in the schools, particularly since movement was common during a school term. The Committee believes that the increased stability, if used effectively, could lead to the

8. See M.J. Rosier, and W.H. Williams, The Mobility of Teachers of Science in Australia, IEA (Australia) Report, 1973:7, Hawthorn, Victoria: ACER, 1973.

Table 15.8 Age Distribution of Teachers in South Australia: August 1979

Age in Years	Primary			Secondary		
	Male	Female	Total	Male	Female	Total
20-24	26.4	36.7	33.7	16.0	29.2	21.8
25-29	22.0	23.2	22.8	33.4	30.5	32.1
30-34	24.1	12.1	15.6	26.2	14.2	21.0
35-39	12.3	8.8	9.8	12.2	7.9	10.3
40-49	9.2	9.3	9.3	7.7	10.7	9.0
50-59	5.3	8.5	7.6	4.1	6.8	5.4
60+	0.6	1.5	1.2	0.4	0.7	0.5

Source: South Australian Education Department

development of more relevant and better co-ordinated teaching in the schools throughout the State. The challenge to the teaching service is clearly to respond to changing circumstances so as to develop and improve the school curriculum in order to meet the needs of individual students in the school. At the same time it is also necessary to recognise that in the planning of the school curriculum not insignificant proportions of students will change school each year.

15.20 While there are benefits likely to flow from a fall in the rate at which teachers resign from schools, there are some issues of concern which arise as a direct consequence. It will be essential that these concerns of the teaching service are met, if a lively, vigorous and effective teaching force is to be maintained. A careful examination of the age distribution of the teaching force for both male and female teachers and for both the primary and secondary sectors lays bare the problems that are likely to arise unless ways can be found to reduce some of the more serious consequences. In Table 15.8 information on the age distribution of teachers in South Australia for the year 1979 has been recorded. At the primary school level in excess of one-third of the teachers are aged between 20 and 24 years, with a prospect of possibly 40 more years within the teaching service. In the next age band of teachers between 25 and 30 years of age there is between a quarter and a fifth of the teaching force. Thus, between 50 and 60 per cent of both male and female primary school teachers are under 30 years of age and will be competing with each other for the positions of seniority in the schools. These positions will only arise slowly over the next decade since less than two per cent on average per annum of the senior positions, occupied by members of the teaching service who are aged 50 years or more, will become available. Furthermore, with declining enrolments and some necessary reductions in the number of schools, there may also be a fall in the total number of senior or

promotion positions in primary schools if present policies are maintained. A similar picture holds for secondary schools, which is even more acute because there are smaller percentages of the teaching service aged 50 years and more, and because over 50 per cent of teachers lie in the age range 25 to 34 years who, if they have not already received promotion, are now unlikely to do so for many years to come. With a third of the secondary teaching service in the narrow age band of 25 to 29 years, there is likely to be very intense competition among this group, who have now had in excess of five years' teaching experience, for very few promotion positions. At both primary and secondary levels, it is to be expected that many entered teaching with the expectation of rapid promotion, security and responsibility. There are signs that teachers are already sensing some frustration because these financial and personal gains are likely to be denied to them. The consequences of this situation, and of the fact that such high proportions are of approximately the same age, must be of concern to those who seek to maintain in South Australia a teaching service that is working actively and in harmony with administrators in the schools and in the central and regional offices.

15.21 One important effect of a fall in the wastage rate is that as teachers stay in the service for longer periods they receive annual salary increments until they reach the upper limit for their appointment band. Thus year by year in the absence of resignations there is an increasing proportion at the high salary levels within a particular appointment band. This effect is known as an 'incremental creep'. It can become a sizable component of the annual budget of the Education Department; moreover once the salary levels have crept upwards, they do not move down until a significant number of resignations occur and new appointments are made at a lower level. For the first time in the 1980-81 State Budget, specific provision was made in the Education Department's budget, rather than within a more general allowance for salary increases in the State Budget, for an 'incremental creep' in salaries of $5.8 million. This provision will need to be monitored carefully for it represents an increase in the per pupil expenditure on education without a correspondent improvement in teaching conditions. It should also be noted that the amount of incremental creep that is currently required would be substantially increased as teachers upgrade their qualifications, thereby entering a higher salary scale. This applies to staff of both the Department of Further Education and the Education Department and will become a significant factor in further cost increases. Hopefully these changes will represent an increase in the quality of education provided in the schools, because they carry with them by implication the idea of a more experienced and more competent teaching service. It is possible that in South Australia, since wastage rates have been low for several years,

maximum salary levels are being reached by a high proportion of the teaching service. Once the upper levels are attained, any increase in resignation rates or retirement rates will lead to a reduction in the total salary budget. It is possible, however, that the wastage rates recorded in Table 15.7 for South Australia in the future are optimistic. There is some evidence to indicate that wastage rates for females are inversely related to unemployment rates, so that a rise in wastage rate might be expected to follow from a fall in the unemployment rates for women. A similar but weak relationship would appear to hold for males. Thus, the likelihood of a rise in wastage rates and consequently savings in the total salaries paid to the teaching service would appear to depend upon a fall in general unemployment rates.

The Management of Staff Resources

15.22 The problems raised in the previous paragraphs associated with the likely lack of promotion opportunities for teachers will require careful management of personnel within the teaching service. The Committee believes that this can be best accomplished by the staff of the Personnel Directorate working through the Regional Offices, where the advisory and administrative staff in the Regional Offices can become aware of and familiar with the aspirations and problems of individual teachers in the schools. It would seem that a direct and personal contact with individual teachers is likely to be more appropriate than an impersonal communication sent from a distant central office. The problems of personnel management are likely to be of such sufficient magnitude that the staff of the Regional Offices and the administrative staff within schools will need to become concerned about the issues and active in their resolution. It is believed that a strengthening of the Regional Offices will facilitate the handling of these problems. There are a number of policies that will need to be developed, with counselling procedures being adopted at the central, regional and school level in an attempt to ameliorate the effects of stagnation for teachers who have reached the top of an appointment band and have few prospects of advancement.

15.23 Leave without Pay

In earlier years it was possible for teachers to take leave without pay for periods of varying length in order to undertake study for a higher degree, either in Australia or abroad, or to travel overseas to work or teach in another country. The policies of granting leave without pay were relatively easy to administer, because there was always likely to be a vacancy when a person returned. At the present time, the likelihood of a vacancy arising in a particular school is greatly reduced but, if an applicant for leave without pay were prepared to accept an appointment, in not the same but a similar location, all that would be necessary would be the maintenance of a balance across different areas of teaching, and gradual expansion in the numbers

Table 15.9 Number of Teachers on Special Leave Without Pay

Year	Primary	Secondary	Special	Total
1975	197	201	11	409
1976	218	195	2	415
1977	199	209	8	416
1978	235	265	13	513
1979	239	267	8	514

Source: Annual Reports of the Director-General of Education.

granted leave under specified conditions. The conditions would need to be specified in order that some control could be applied, and it would seem that the most valid reason which could be advanced for obtaining leave without pay would be that the activities undertaken while on leave were educationally sound and likely to be of benefit both to the individual and the system. Under present policies leave of two types is granted. The first type of leave without pay is for up to 1.5 per cent of the teaching force for periods of one year for such purposes as overseas study and travel. Such leave is covered by the reallocation of permanent staff. For the second type of leave without pay, leave is granted for periods of four weeks or longer, usually to allow a teacher to accompany a spouse while travelling overseas. There is no quota for this type of leave, and temporary replacements are appointed, usually as contract appointments, for the duration of the leave. The number of teachers taking leave without pay each year for the past six years is recorded in Table 15.9, indicating that there is a growing demand for such leave. Unfortunately the information available does not distinguish between the two types of leave and does not provide the information in terms of the number of full-time equivalent staff involved. The proposal that the Committee suggests is for an extension of the first type of leave, but with conditions laid down so that it is controllable, and could under certain circumstances be extended for periods in excess of one year and up to five years. With careful planning it should be possible to make some reduction in numbers of trained teachers who are unemployed through gradually increasing the number of staff who are absent from duty on leave without pay.

15.24 Staff Development

With an increasing number of staff staying longer in the teaching service there is a growing need to provide opportunities for staff development. It was noted in Table 15.1 that in 1980 there were in excess of four per cent of the teaching service outside of the classroom as release time scholars and advisory teachers. Release time scholars are provided with opportunities for study, which enables

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persons employed by the departments to work for higher degrees in South Australian tertiary institutions. These programs have been highly beneficial in raising the level of competence of the teaching services. The staff development aspect of working as an advisory or seconded teacher has, the Committee believes, been under-emphasised, and as a consequence not fully considered in providing opportunities for teachers to work in an advisory or seconded capacity for other teachers. Too often the role of an advisory teacher has been seen as a giver of advice and not as a receiver of advice about teaching methods and curricular matters. The Committee suggests that the functions of advisory staff should be completely re-examined, so that working on advisory duties is undertaken for shorter periods of time, and that such work is seen as a multiple exchange process between the schools within a region, between regions and between the individuals who advise and are advised. In addition, in its second report the Committee will examine in greater detail the purposes and functions of inservice education courses. The Committee believes that different types of staff development programs, such as those provided for release time scholars, through advisory staff work, through inservice education courses, leave without pay, and part-time study need to form a more coherent whole in relation to staff development by teachers at different stages in their careers.

15.25 Study Leave

The Report of the National Inquiry into Teacher Education has advanced a proposal for full-time study leave for all teachers on the following basis : 'for one school term, or its equivalent, after every seven years of service in order to follow an approved program of professional development.'[9] Such a provision would permit teachers to attend periodically longer inservice programs or to travel overseas to review developments in other countries. However, if this policy were introduced and if all teachers were to apply to participate in a study leave program of this kind, then the non-contact time available to teachers would need to be increased by approximately five per cent. Reservations must be held as to whether such leave, which no longer exists under such favourable conditions as formerly in many tertiary institutions, should receive a high level of priority from among the different possible changes in conditions of employment of members of the teaching service. Moreover, the provision of such leave must necessarily be seen in relationship to the opportunities currently available for four per cent of the teaching service to engage in programs that are clearly related to staff development.

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9. Committee of the National Inquiry into Teacher Education (NITE Committee), Report of the National Inquiry into Teacher Education, Canberra: AGPS, 1980, R4.3.

Nevertheless, it is important that the leave which has been provided in the past for teachers and other officers of the Education Department to travel overseas and, in particular to study for periods of sufficient length to obtain a higher degree, should be continued. The programs that have been in operation during the past 20 years have served to give significant numbers of persons, who now hold senior positions in the Education Department and the Department of Further Education, the opportunity to broaden their knowledge and understanding of education as it applies in other countries. The Departments have been well served by those who have had the privilege of overseas travel and study because their subsequent contribution to education not only in South Australia, but also in other parts of Australia, has been highly significant. Any change in policy, which alters the opportunities for study leave or the provision of scholarships for study overseas for periods of sufficient duration as to permit staff to obtain worthwhile and significant further training, would the Committee believes have before long a detrimental effect on the level of competence and experience of the persons who hold positions of considerable responsibility in the schools and in the central and regional offices. Thus it is important that, in any changes to study leave conditions, the excellent programs currently operating in South Australia should not be diminished in order to mount what could prove to be less valuable training. The Committee would advocate most strongly that the different forms of study leave, which are or which could be provided, should be taken into consideration in the examination of policies for staff development suggested in paragraphs 15.23 and 15.24.

15.26 Long Service Leave

While long service leave is an industrial right of teachers, the long service leave legislation enables an employer to require that the long service leave is taken as it falls due. Furthermore, it is important to note that long service leave accrued after August 1978 is taxed on termination of employment at a rate of 32 cents in the dollar, and as a consequence there is little financial incentive for an employee not to take leave accruing after that date at the time it falls due. It must be expected that an increasing number of members of the teaching service will have long service leave falling due in the coming years as a consequence of the fall in wastage rates and the corresponding increase in length of service. At a time of both high unemployment in the teacher service and continuing increases in the salaries paid to staff employed by the Education Department and the Department of Further Education, the Committee believes that it is essential that the legal right of an employer, to require that long service leave is taken, should forthwith be exercised. Thus accumulated long service leave should be taken by all members of the teaching service as soon as convenient in the immediate

future while teachers, who can be used to replace staff on leave, are available. There is a tendency for teachers, for a variety of reasons, to wish to take long service leave during the latter half of the school year. While it is not possible for an employer to control the specific time at which such leave is taken, it might be possible for incentives to be available to encourage teachers to take leave at times that are appropriate for the most effective operation of the work of the schools. We have in mind the possibility of the making of travel grants to assist with overseas travel, which is usually best taken in the early months of a calendar year, if such travel is linked with an educationally oriented program. Alternatively, it might be of value to provide some assistance for teachers who wish to use inservice leave for periods of study, perhaps for the completion of an advanced diploma or higher degree, provided such leave is taken at a time that is most appropriate for the effective operation of the school in which they are working. However, it should be noted that there is considerable financial inducement for staff to upgrade their qualifications through the salary increments currently available. Nevertheless, it is clear that staff sometimes are unable to arrange for periods of time of sufficient length to undertake a significant segment of a graduate or post-graduate program. Many of the staff who will be taking long service leave are in promotion positions, and their replacement during absence on leave would require that persons were appointed temporarily to a promotion position. Such temporary appointments are to be encouraged, since they would increase the variety of work for some teaching staff or would allow some freedom of placement of staff who are in excess of establishment in a particular school as a result of declining enrolments. The Committee believes that it is now time for the Education Department and the Department of Further Education to develop new policies for long service leave and to implement those policies as soon as possible, on the grounds of long-term savings in costs, and in consideration of teachers who are unemployed or who are seeking promotion positions in schools. Such policies would restrict the accumulation of long service leave and encourage such leave to be taken at times which would ensure the most effective operation of the schools. Furthermore, as teachers stay longer in schools, it is essential that opportunity for refreshment, which long service leave is intended to provide, should be fully recognised both by employee and by employer.

15.27 Transfers between Employment Systems

One of the weaknesses of Australian education is the almost total separation of one state system from another. The systems would appear to have much to learn from one another. However, exchange of teaching personnel should not be limited to transfers between the Australian States but could also be

extended between countries, particularly English-speaking countries, and countries whose languages are taught in Australian schools. There are, in addition, possibilities of exchanges between counselling and guidance staff working in schools and those working in industrial and commercial organisations. Exchanges of this kind would help to bridge the gap in knowledge and understanding between the world of schooling and the world of work. While effective exchanges are difficult to arrange, they are both economical with respect to limited resources and can be extremely rewarding for those who take part. In many ways it is often more satisfying to work for a period of one to two years in another educational system and to establish close friendships with colleagues in another school in another system than to visit briefly for periods of a few days, or a few weeks. From working in another system for a longer period a better understanding of that system, its strengths and its weaknesses is likely to occur. However, inter-system mobility could well be developed in other ways, including the recruitment of staff, to work in areas where a temporary shortage exists, from graduates of teacher education institutions and universities in other States. In past years when there were acute shortages of trained teachers in the educational systems of most States, and where state funds had been used in the training of teachers, there was an understandable reluctance to recruit teachers from outside a particular State. Today, when these restricting conditions no longer apply, and in areas where shortages exist, such inter-system mobility should be encouraged. Some of the difficulties that arise in arranging transfers and exchanges are relatively superficial and are associated with the portability of superannuation and long service leave entitlements. Compared with the benefits to be gained, at a time when the possibility of promotion is limited and some teachers will have to envisage working for much of their lives without moving to a promotion position, the limitations imposed by any lack of flexibility with regard to long service leave and superannuation should not be allowed to become factors that prevent the introduction of new schemes to facilitate transfer or exchange. However, exchange schemes should not only be developed between countries and between state systems, as it would be extremely valuable to develop exchange arrangements between the government and non-government sectors, between staff of the Education Department and the Department of Further Education, and between staff of the Education Department and the Kindergarten Union of South Australia. The Regional Education Councils could play an important role in the development of such schemes that would operate within the State. Some embryonic schemes of exchange are in operation. In part these schemes to travel overseas have been restricted because of the cost of air fares, which can be considerable for teachers with families. The Committee believes that the benefits of such schemes are sufficiently

substantial to both the individual and the educational system to warrant considerable efforts being made and small additional funds being provided to foster the development and expansion of these schemes, which should be seen as included within the percentage recommended for study leave by the National Enquiry into Teacher Education.

15.28 Part-time and Tandem Teaching

The Education Department has schemes already in operation for part-time teaching, an arrangement that is welcomed by some persons who need to give attention to their children before they reach the school-going age. Difficulties can occur with respect to superannuation and long service leave entitlements but, in general, it would appear that arrangements can be made for these to accrue on a pro rata basis. Nevertheless, it must be recognised that there is considerably more to the life of a school than that which occurs in the classroom during the time a teacher is working with a class group. The contribution of teachers to the life and work of a school extends beyond the classroom to the playground and to general supervisory and pastoral duties that take place both inside the school buildings and outside in the wider community. There are frequent comments that part-time teachers, while making an effective contribution in the classroom, sometimes do not contribute to the full in the sphere of activities undertaken outside the classroom. One of the arrangements that has been developed to help overcome some of these problems is that of tandem teaching, by means of which two people combine together to share the work of one, participating by mutual agreement as fully as possible in all school activities both within and outside the classroom. There are, however, some advantages associated with the employment of part-time teachers. These include the recruitment of teachers for specialist groups, including modern languages, and the providing of opportunities for beginning teachers or teachers returning to teaching after several years of absence, and the models that they provide of flexible employment patterns. However, an important advantage associated with the employment of teachers for part-time or tandem work is that it provides additional flexibility for the employment of teachers at a time when some balancing of the numbers of teachers employed in particular schools or in a particular area must take place. It would appear desirable that the Working Party set up by the Education Department should proceed as soon as possible to develop coherent policies for the employment of teachers for part-time or tandem work. The Working Party should consider specifically the conditions for staff in promotion and non-promotion positions, and for teachers who work less than half time, for whom special long service leave and superannuation entitlements might need to apply.

Once clearly defined and accepted policies have been developed, it would seem appropriate for the Department to expand gradually the numbers engaged in part-time and tandem work to permit some restructuring of the teaching staff. There are other employment patterns that could be considered, for example, providing special arrangements for staff over the age of 55 years by reducing progressively the proportion of time for which they are employed, or part-time employment of a teacher in two adjacent schools and so maintaining an effective range of curriculum in two schools that are suffering a decline in enrolments. While the administrative problems of such schemes must be fully recognised the advantages for both staff and for schools are likely to outweigh the disadvantages.

15.29 Early Retirement

In the previous paragraph the possibility was raised of teachers approaching the age of retirement undertaking part-time teaching duties. The further possibility of early retirement now exists. The superannuation provision for employees of the South Australian Public Service is now considerably more attractive than it was formerly. Consequently, any advantages foregone by retirement before the age of 65 or 60 years would not become a serious hardship. From the Government's financial position, while there are savings to be made, as a consequence of the retirement of a person, in a senior position being replaced by a person at a lower salary level, these gains would be more than offset by a need to provide a pension for a longer period. The financial advantages and disadvantages of early retirement are not fully apparent, but the benefits to be achieved by the freeing up of promotion positions in the schools at the present time, to be filled by staff who would otherwise have experienced a block in their teaching careers, cannot be gainsaid. It would seem desirable that the arrangement for early retirement should be fully explored and some clearly defined policies established.

15.30 In paragraphs 15.2 to 15.29 this Report has considered many issues relating to the management of staff resources in a time of changing opportunities within the teaching service. The Committee has examined the work of the JESIFA project which is the acronym used for the Joint Education Department and South Australian Institute of Teachers Information and Feedback Assignment. This project is proceeding in an imaginative way to involve teachers in the discussion of the range of issues relating to the management of staff. This work the Committee believes is of very considerable importance for the teaching service in South Australia.

Accordingly the Committee RECOMMENDS that :

R15.3 the JESIFA Project should be supported by the Education Department, the South Australian Institute of Teachers and the Office of the Minister in every way possible, to enable a detailed examination of issues relating to the management of staff resources.

15.31 The Registration and Employment of Teachers

The Committee of Enquiry into Education in South Australia in 1971[10], in response to strong advocacy from the South Australian Institute of Teachers and the Australian College of Education, recommended the establishment of a Teachers Registration Board for the purpose of the registration of teachers in both government and non-government schools. The basis of the registration proposed by the Committee was the academic and professional qualifications gained in recognized teacher education institutions both in South Australia and elsewhere. The South Australian Teachers' Registration Board was established in 1975, following the passing of the Education Act of 1972. The main functions of the Board are to maintain and operate a system of registration of teachers in order to ensure that teaching at the primary and secondary levels is only undertaken by competent persons. With the recent establishment of small schools by various groups, the setting up of the Board would seem to have taken place at an appropriate time. Now when the supply of teachers exceeds the demand for them, the functions of the Board are to determine minimum standards of competence, assessed in terms of training and qualifications held, and to demand that employers adhere to these standards as an assurance to the general public and to the teaching profession that a minimum level of training is required for entry into the teaching service in all schools in the State.

15.32 This Committee in its survey of education in South Australia has been greatly impressed with the general quality of the teaching service in the State. Nevertheless, the Committee has heard some critics of the schools express strong views concerning the lack of competence of certain teachers with whom their children have had contact. These views would frequently appear to be well founded, well expressed and based on a concern for broad education for their children. It is not surprising that, in any large teaching service of between 14,000 and 15,000 persons, there should not be some who while holding the necessary qualifications lack the skills and the motivation to teach thoroughly and well. At a time when there is unemployment of trained and qualified teachers, with some who are highly competent being unable to find employment, it would seem unfortunate that incompetent teachers should

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10. Committee of Enquiry into Education in South Australia, 1971, op. cit., pp.147-150.

remain at work in the schools, while others who would without doubt help to raise the quality of education provided by the State must remain unemployed. However, the reasons for incompetence are complex, and the Committee suggests that it may be helpful to establish in one or two Regional Directorates in the first instance a teacher counsellor who could provide advice of a more personal nature to teachers who are under strain in schools. Much work of this kind is undertaken by Principal Education Officers and Advisory staff. However, the Committee believes from what it has heard that a counsellor, who need not be relieved fully from teaching duties, could be of considerable assistance to many teachers currently working in schools.

15.33 It has been suggested to the Committee that certain policies and practices should be imposed by the Teachers' Registration Board that would require a teacher, before being re-registered every three years, to submit evidence of maintained competence in the form of a detailed statement of competence signed by an appropriate supervisor. In addition, a teacher would also be required to produce evidence of having taken part in relevant professional development programs of a specified duration before being re-registered. The Committee does not question the need for teachers to maintain a level of competence, or to participate in professional development programs or in other ways keep abreast of developments in the field of education and advance their knowledge in areas where knowledge and understanding of subject content are important. Nevertheless, the Committee believes that the quality of education in the State will not be raised by petty requirements and regulations, but rather by leadership from the principal and senior members of staff of a school or by the advisory staff in a regional office. These persons have the responsibility to lift the perspectives of those who work for them, and to encourage them to improve their skills and competence as a teacher and to keep abreast of relevant developments associated with what they teach in schools and how they go about their work of teaching. Thus we believe it will be by the climate in the staff room of a school, by the informal debate and discussion that takes place amongst teachers in a variety of settings, that staff will be led to participate in teacher development programs and so to improve the quality of education provided in the schools. The Committee unequivocally rejects any proposal to submit every teacher to a three year review of performance before re-registration. However, it believes that the requirement that once every three years a teacher should be required to apply formally for registration is itself healthy in so far as it will involve a teacher at regular intervals in considering whether or not he or

she wishes to continue working within a highly demanding profession. By the act of re-registration and the payment of a renewal fee each person would be making a commitment to work as a teacher for a further defined period of three years.

15.34 Staff Promotion

It is desirable that steps should be taken to change the present promotion system and to increase the flexibility of staffing structures. The reason for such changes would be to meet the changing needs in schools which is difficult within the current relatively restricted and inflexible framework. In addition, there is currently an under-representation of women in promotional positions, so that a new structure should introduce flexibility by decreasing dependence on unbroken service. There is also a strong expression of interest in involvement at the school level in both job specification and the selection of persons. Moreover, with increasing specialization between schools and with one school differing from another in its curricula emphasis, there is a greater need for flexibility. The Committee believes that when opportunities become available for any restructuring of the promotion positions in the primary and secondary school systems, consideration should be given to developing a new promotional structure to accommodate these changing requirements. Because of the changing requirements referred to above, and the specialization by schools considered in Chapter 10, it would seem desirable to make provision for local specification of promotion positions in schools and selection of persons to be appointed. This necessarily implies that individual occupants of promotion positions could not transfer their promotion status to another school, because that would limit the latter's right to specify the position and select the appropriate person. Limiting the tenure of appointments would be essential to allow this to take place and to provide for the changing needs of schools. Such policies could also be considered in the colleges of technical and further education.

Accordingly the Committee RECOMMENDS that :

R15.4 as a matter of urgency the promotion structure of the teaching service should be changed to accommodate local specification of positions and the selection of appointees, which should necessarily include the introduction of limited tenure appointments.

15.35 Contract Employment

The views have been advanced to the Committee that, in order to maintain a high degree of flexibility in administration at a time when student numbers in certain areas are declining, it would be desirable to make greater use of contract employment for new teachers. As a general principle, the Committee

rejects such a proposal, believing it to subordinate the need for a stable and dedicated profession to administrative convenience and flexibility in the appointment of staff. However, there are some situations in which a contract appointment might be appropriate. The most obvious case is where a vacancy in a particular school is known to exist for a 12 months period because a member of the staff of the school has been granted leave for outside studies, accouchement leave, or leave without pay for a 12 months period. If a replacement member of staff is chosen in response to a public advertisement for the position which states the conditions of appointment, then a 12 months limited tenure appointment would seem appropriate. If, however, the position were filled by selection from a pool of unallocated staff members of the Education Department, then, while the specific position might only be available for 12 months, employment at the end of 12 months should, the Committee believes, be guaranteed. It should be possible to offer some contract employment on a part-time or tandem basis, and it may be desirable to reach an agreement limiting the length of tandem appointments at particular locations. Another type of situation would arise where a task involving curriculum development or research was available for a limited period of say three years. The experience provided by working on specific tasks would probably be of considerable benefit to staff members in their future careers, both through the publications they would prepare from the work, and through the knowledge and expertise they would gain. Under these circumstances, if an appointment was made from a response to a public advertisement for the position, then it would be appropriate to offer a contract appointment. However, the three examples given are highly specific situations and should not be taken as approval by the Committee for a more general and widespread use of contract appointments.

Accordingly the Committee RECOMMENDS that :

R.15.5 in order to maintain flexibility within the teaching service the Deputy Director-General (Schools) and the Director of Personnel should continue discussions with members of the South Australian Institute of Teachers to develop new staffing policies in relation to the use of contract employment in specified circumstances.

CHAPTER 16

THE MANAGEMENT OF RESOURCES

A Time of Review

16.1 This Enquiry was undertaken at a time when there was intense debate, not only in Australia, but in other western industrialized nations about a wide range of issues relating to the social and economic policies of governments. It appeared, however, that Australia would be fortunate because a minerals boom would most likely bring increased investment capital and wealth to the country from the sale of raw and partly processed minerals, thereby providing additional revenue for public undertakings. Nevertheless, with the decline of secondary industry and manufacturing, there was significant unemployment largely among unskilled workers, or among workers whose skills had become obsolete. While for certain types of employment there appeared to be a shortage of persons with the necessary skills seeking employment, it was clearly erroneous to assume that a shortage of skilled labour was a cause of unemployment. The response to social problems had in the past been the creation of a new governmental agency, to administer the spending of government monies to alleviate the problems that arose. Policies of this kind had come into question as they commonly required increasing levels of taxation. During the previous decade both in South Australia and throughout Australia, there had been phases of rapid growth in the establishment of governmental agencies and in the spending of public monies. As a consequence there had been a growing emphasis on requiring accountability from such agencies for both their levels of expenditure and performance with a view to establishing whether the community was receiving valuable services for the resources consumed, whether the government agencies concerned were being administered efficiently, and whether the spending of public monies could be decreased. Education throughout Australia had clearly benefited greatly from the policies of expansion in government expenditure, but was also being asked to justify the increased spending which had taken place. The establishment of this Committee of Enquiry would appear to have reflected a number of concerns which had recently developed about such issues as the level of expenditure on education, the appropriateness of current educational policies and practices, the high levels of unemployment amongst youth, and the consequences of demographic change and, in South Australia, the declining enrolments in the schools and the structure and operation of the educational system. While these matters were by no means unique to South Australia and the same questions had been raised with equal force in some other parts of Australia and in many other western nations, the Committee was aware of these issues and took them into consideration in the preparation of its report.

16.2 It was necessary for the Committee to give consideration to ways in which the monies currently available for education could be used more efficiently and how savings in expenditure could be made for allocation to areas of greater priority within education. The Public Accounts Committee in its report to the South Australia Parliament in early December 1980[1] examined many facets of the expenditure of the Education Department. From the evidence that had been assembled they were able to draw attention to several areas where savings might be made. This Committee of Enquiry was not in a position to investigate all areas of educational expenditure; however, it could suggest areas where things might be done more efficiently both by drawing on the information presented by the Public Accounts Committee and by using some evidence that this Committee of Enquiry was able to collect. To provide this evidence the Committee established a Resources Working Party, and received valuable and generous assistance from several government departments who provided staff to help with the different projects undertaken by this group. The reports available to the Committee from the Resources Working Party and the Public Accounts Committee have enabled it to identify specific areas where a significant reallocation of resources might be achieved.

16.3 While the Committee endorses policies associated with the efficient use of resources, it believes that in the making of decisions about the co-ordination of expenditure within the educational system it is essential that the educational aspects are of primary concern. Thus as far as possible, educational principles should be considered in any restructuring or reallocation of resources, rather than any apparent cash benefits that seem likely to result from any change.

16.4 In Chapter 14 of this Report, the Committee has considered certain critical problems that have emerged in this State associated with the needs of youth. The issues are primarily ones of equity for, while substantial sums of money are being spent on the education of certain youth, who through the good fortunes of birth are able to proceed to university and other forms of tertiary education, there are other quite substantial numbers of youth who have been relegated to a period of inactivity and unemployment and life on the dole. The Committee believes that the educational and training needs of unemployed youth should be given the highest priority in the future. In Chapter 14, we have advanced proposals for assisting these unemployed and partly employed youth, and we were aware that the programs proposed would require increased expenditure by both the State and Commonwealth Governments. We have some reservations about the proposals that we have advanced because

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1 Public Accounts Committee, South Australian Parliament (H. Becker, Chairman) *op. cit.*, 1980.

they involve the establishment of a new agency to initiate and co-ordinate programs involving the spending of the considerable sums of money. Nevertheless, we were aware of the current decline in enrolments in South Australian schools and were hopeful that by the efficient use of resources it would be possible to make savings in the expenditure on education that would be used to support, in part, this major new development. It is the purpose of this Chapter to suggest ways in which some economies might be effected to provide resources that could be reallocated for this and other purposes.

Some Proposals

16.5 The first general policy that the Committee believes to be of some importance is the need for closer collaboration between the different sectors in education in order to prevent duplication of facilities. With this in mind we have advocated the setting up of the Education Policy and Priorities Executive, so that greater co-ordination of programs and developments might take place. It would be incorrect for the Committee to convey the impression that some highly effective use of existing resources through co-ordinated activity across sectors is not currently taking place. An example of some importance has been the use of Education Department premises for the establishment of pre-school units, or Child/Parent Centres as they are called, in disadvantaged areas. Thus in many cases facilities that would have otherwise been under-utilized have been made available for pre-school education. Another example of interest is the use of Education Department facilities by the Department of Further Education for conducting further education programs in areas where colleges of technical and further education do not exist. There are, however, some centres where the facilities of a college of technical and further education are under-utilized during the daytime and the Education Department is unable to gain access to the premises or to the resources of the staff of a college to conduct courses that would diversify school programs at the upper secondary level. Moreover, there are instances where the Department of Further Education has established a centre of its own, largely for evening use, that is adjacent to premises of the Education Department that are not being used extensively during evenings. The Committee believes that there is considerable evidence that the Education Department and the Department of Further Education as the major providers of education have not had a mechanism to co-ordinate their planning and to search for ways of achieving greater rationalization and sharing of the costly capital facilities provided for their use. The divisions and distinctions that have grown up between other sectors are sometimes unfortunate. It would seem inappropriate for the Adelaide city area to contain not only an eminent Conservatorium of Music

as part of the University of Adelaide, the Adelaide College of Arts and Education to have at another location an excellent school of music, and for the Department of Further Education also to have established a school of music to provide music courses and programs. It would seem advantageous if at least two out of these three bodies could combine to form a multi-level, single purpose institution, to provide a wide range of music programs. Not only could students progress from one level of education - the certificate level - to another - the diploma level - or to another - the degree level more readily, but there would be some savings in the use of facilities and of staff, who could teach across more than one educational level. Likewise, there are three institutions - a college of advanced education, and two colleges of technical and further education - that are conducting early childhood education programs, none of which now has the facilities and staff to present the range of courses needed, or to undertake the development of new types of courses associated with parent education or with family studies. Moreover, not one of the three colleges is sufficiently centrally located to become the state centre for early childhood education. Again, it would appear appropriate to develop a multi-level, single purpose institution that could provide early childhood education programs to meet the variety of needs that currently exist. This college, in order to serve a population the size of South Australia and a city the size of Adelaide, would need to be centrally located. If at any time it became necessary or desirable to conduct courses in a particular locality to serve a local need, it would appear appropriate for courses to be taught under contract in a college of further education or a college of advanced education, by the staff of the multi-level institute of early childhood education. These are but a few cases which the Committee has noted in the course of its investigations. In addition, there are others on which the Committee has already reported to the Minister of Education which have involved the combination of the Open College of Technical and Further Education and the Adelaide City College of Technical and Further Education into one institution and occupying one site.

Accordingly the Committee RECOMMENDS that :

R16.1 the Education Policy and Priorities Executive, the Regional Education Councils and corporate management groups in both the Education Department and the Department of Technical and Further Education should give systematic consideration to ways in which the co-ordination and reallocation of resources might occur at all levels and in all sectors of the education system.

16.6 The Committee of Enquiry in the course of its investigations has been surprised to find so many statutory bodies and government educational instrumentalities so widely scattered within the City of Adelaide, many occupying premises for which substantial rents must be paid. The Education Centre in Flinders Street is a fine building which would appear not to be fully occupied by the Education Department. At the same time such bodies as the Tertiary Education Authority of South Australia, the Childhood Services Council, the Teachers Registration Board, and the Public Examinations Board and other instrumentalities pay substantial rents to occupy generally less satisfactory premises. Each must develop its own library and collection of reference publications, while there is an excellent and well-stocked library already established at the Education Centre. Each must also find administrative and clerical staff to undertake and service its activities. Yet in most circumstances, it would be more economical to draw on a pool of staff, who could move to other positions within the educational system when opportunities for promotion arose, or when a change in organization made their services redundant. There may be some fear that, once located within the Education Centre, the authority or board would become subordinate to the Education Department. However, since the Centre is already shared by the Education Department and the Department of Further Education, there should be little fear of one Department dominating the activities or work of an independent agency or board. Of greater importance in the future we suggest will be the presence of the Office of the Minister within the Centre. Thus access to the Minister and his staff would be more readily achieved by agencies and boards located in the Centre. There are other advantages associated with this central location, such as direct access to a large efficient central computer system at a time when records need increasingly to be processed by computer. The Committee believes that the benefits of assembling in the Education Centre, with relatively direct access to the Office of the Minister of Education, the different statutory authorities and government educational instrumentalities cannot be denied. The consequences of this may be the relocation of the Correspondence School in a more appropriate setting, and the Open College of Further Education taking over its Year 11 and 12 courses.

Accordingly the Committee RECOMMENDS that :

R16.2 more appropriate use should be made of the facilities and services available at the Education Centre and as many as possible of the statutory agencies and boards in the Education portfolio that are scattered around the City of Adelaide should be moved into the accommodation that is available in the Education Centre.

16.7 The Committee is aware of concerns expressed in some quarters that the quality of educational facilities in terms of standards are excessive and too costly. The Committee believes that there has been some justification for these concerns with some of the educational facilities constructed during the 1970s. However, both the Education Department and the Department of Further Education would appear to be taking steps to rationalise standards. We believe that it is important, particularly in times of declining capital funds, to ensure that equitable distribution of capital resources takes place by restricting standards to reasonable levels in line with general community standards.

Accordingly the Committee RECOMMENDS that :

R16.3 the Education Policy and Priorities Executive should examine the standards being set for the construction of buildings for all sectors of education and steps should be taken to develop policies on the standards to be used in the future so that efficient use of resources might be maintained.

16.8 The Committee has argued in Chapter 6 the desirability of a devolution of responsibility for the conduct of education, where possible, to Regional Offices under the direction of a Regional Director of Education. It has also proposed that some benefits are likely to flow from the Regional Office undertaking co-ordination of educational activities in a region under the guidance of a Regional Council. In addition it would appear desirable for both early childhood education and technical and further education to be drawn into this program of co-ordination and collaboration. One of the gains to be made, the Committee believes, would be the more efficient use of resources within a region. Whilst there could be a danger that each Regional Office might seek to expand and to consolidate its position through the gradual accumulation of a larger number of persons on its staff, it would seem essential that every effort should be made to ensure that the activities carried out within a region should be undertaken efficiently and economically. With this in view the Committee has proposed that a Deputy Director-General of Education should be responsible for the development of regional activities in relation to other educational services to achieve this end. This will almost certainly lead to a further substantial reduction in the size of the Central Office and the service centres and units and some growth in the size of the Regional Offices. However, there should, the Committee believes, be reductions in expenditure, with improvements in the quality of service provided, arising from the more detailed knowledge of the needs of schools, teachers and students at the regional level by the Regional Office staff.

Accordingly the Committee RECOMMENDS that :

R16.4 the Regional Offices should be developed by the relocation of staff from the Central Office and the service centres and units and not by an increase in the total numbers of staff positions associated with the administration of the Central and Regional Offices.

Savings are likely to arise from a gradual restructuring of some of the service units, with their staff reallocated where possible to work in Regional Offices and in schools. The Committee would be hopeful that some savings in staffing might be made, without hardship to individuals. At the same time some of the administrative costs and accommodation costs of the units that are disbanded would be saved, and premises might be released for sale and/or use by other educational bodies who currently occupy rented premises. An initial examination of the availability of accommodation in regions suggests that a substantial amount of accommodation currently available is being under-utilized.

16.9 With the establishment of school councils, and following the initial steps of delegation to school principals and councils of a greater degree of responsibility for expenditure at the school level, it would now seem feasible to require schools to produce annual statements of their operating costs and resource usage. Some have argued that such policies would demand greatly increased support services for schools. However, the Committee believes that this is not necessarily true. With small and large-scale computer services more readily available than formerly, it would seem possible for the Regional Offices to establish a recording and accounting service for schools that wish to use it, which would maintain a detailed record of the expenditure by each school against an itemized budget with regular and detailed reporting to each school on its level of expenditure. Such policies would automatically enable school councils to play a more active role in the management of schools. Many school councillors would, however, argue that they did not have the necessary expertise to be involved in either the broader educational issues or financial issues associated with the running of a school. Nevertheless, the Committee would endorse, in principle, movement in the direction of granting greater responsibility to school principals and school councils, and would advocate that inservice and advisory resources be used for training purposes in this area. Such movement should be fostered and initial steps should be taken along these lines. These initial steps could involve making schools responsible for the contracts that are let for school cleaning, for school maintenance and for the maintenance of school equipment. Training programs could be conducted at the regional level, using examples of good budgeting and good management procedures, to help school principals and school councils undertake

such work, and advice from professional auditors could be obtained to assist with work at school and regional levels to ensure that there was adequate direct accountability for the monies entrusted to schools. However, qualified auditors would also be a very considerable help to school councils and to principals in improving their systems. The Committee does not envisage that these changes would be introduced into all schools forthwith. However, we see no reason why planned development of such procedures should not be implemented.

Accordingly the Committee RECOMMENDS that :

R16.5 steps should be taken on a trial basis to assist schools and school councils to undertake greater responsibility for budgeting and accounting of expenditure incurred by schools, and if trials prove successful these policies should be gradually extended throughout the system.

16.10 The Committee of Enquiry into Education in South Australia recommended[2] in 1971 that funds for school buildings and the maintenance and modification of school buildings should be allocated directly to the Minister of Education. In addition it was recommended that the Education Department should take responsibility for the construction and maintenance of buildings, the purchase and maintenance of school plant, and for planning to meet future requirements for land, buildings, and plant. Recently the Public Accounts Committee has recommended[3] that to improve accountability for the work undertaken by the Public Buildings Department, the budget for the provision of expenditure on the maintenance of school buildings should be transferred from the Public Buildings Department to the Education Department. The Committee in the course of its enquiries was made aware of problems associated with accountability that arose as a consequence of the procedures employed by the Public Buildings Department. In addition, the Committee learnt that many of the schools were required to call in the Public Buildings Department for simple maintenance work, rather than make direct arrangements for such work to be carried out by local tradesmen. This Committee does not endorse the recommendation of the Karmel Committee for the transfer of the workforce associated with the modification and maintenance of buildings from the Public Buildings Department to the Education Department, at a time when the amount

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2 Committee of Enquiry into Education in South Australia, 1971, op. cit., pp 448-489.

3 Public Accounts Committee, South Australian Parliament (H. Becker, Chairman) 1980, op. cit., pp. 108-111

of building being undertaken by the Public Buildings Department for the Education Department is significantly below what it has been. Such a transfer of responsibilities would probably result in the closure of a section of the Public Buildings Department and the opening up of an equivalent section in the Education Department. At the present time this seems unnecessary. However, the Committee does see clear advantages in the transfer of the item for the maintenance of school buildings in the present budget from the Public Buildings Department to the Education Department. The Education Department would then accept responsibility for the allocation of these monies to schools according to size and the need for repair and maintenance and would permit the schools to employ those whom they considered fit to undertake maintenance tasks. Each school would receive an annual grant for such purposes and could, if it so chose, employ the Public Buildings Department to carry out all maintenance work, at an appropriate charge. Alternatively the school could engage any other person or body to undertake the necessary maintenance work. The Committee believes that this could lead to a more economical use of limited resources. There is, however, a danger with these policies and practices, that some schools might fall behind in their programs of building maintenance. It would be necessary for long-term and agreed-on programs of maintenance to be developed and authorised by the Regional Office and to ensure that such programs were adhered to.

Accordingly the Committee RECOMMENDS that :

R16.6 the State Budget item for school and college maintenance should be transferred from the Public Buildings Department to the Education Department and the Department of Technical and Further Education and that responsibility and funding for the maintenance of school and college buildings should be devolved to the school, college and regional levels.

16.11 The formulae used for the staffing of schools, at both the primary and secondary levels, result in reductions in per pupil costs with increasing size of school. However, the incremental gain also diminishes as the size of a school increases. Thus, while there are considerable financial gains in increasing the size of a school from small to medium, there are lesser gains in increasing from medium size to large. There is, however, some evidence[4] that certain aspects of the quality of schooling, particularly those concerned with interpersonal relationships between teachers and students and between

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[4] W.J. Campbell, J.L. Cotterell, N.M. Robinson, and D.R. Sadler, Effects of School Size upon Some Aspects of Personality, Brisbane: University of Queensland, 1979.

students, deteriorate with increasing size, since they are in general negatively related to size of school. However, there is no clear evidence of an optimum size of either a primary or a secondary school or of a school, if exceeding a critical size, becoming markedly less effective. There was, however, convincing evidence supporting the consolidation of schools in rural areas that took place in the years prior to and following World War II.[5] With a general decline in school enrolments that is likely to be more marked in certain areas, it will become necessary to close some schools, largely on the grounds that they have ceased to become economical to run, and possibly to close or restructure others because they are unable to provide an adequate range of educational experiences for the students who attend them. The Committee of Enquiry into Education in South Australia in 1971 considered current policies relating to school size in other Australian States and in England and Scotland and reached the general conclusions that:

(a) planning should proceed on the basis of eliminating primary schools of more than 600 pupils in the total span of their seven grades;

(b) secondary schools should not exceed 1,000 pupils, and then maximum size should be nearer 800 where possible.[6]

The present Committee would agree with these policies. However, they do not give any guidance concerning the size at which a school might become too small to operate effectively and economically. It is clear that there can be no hard and fast rules, because the consolidation of some schools in rural areas would not be possible. The distances children would have to travel to another school would be excessive. Nevertheless, it will be necessary for the Education Department to develop guidelines regarding the stage of decline in the size of a school's enrolment at which closure should be considered.

Accordingly the Committee RECOMMENDS that :

R16.7 the Education Department should develop guidelines for the closure and consolidation of schools, that these guidelines should be submitted to School Councils and Regional Education Councils so that agreement might be reached on policies that are likely to be required in the foreseeable future.

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5 W.C. Radford, Consolidation: An Appraisal on the Effects of a Scheme of Consolidation of Schools in a Rural Area of Australia. Unpublished PhD Thesis, University of London, 1953.

6 Committee of Enquiry into Education in South Australia, 1971, op. cit., p. 203.

16.12 The Education Department has in recent years, by introducing a policy of choice in the school that a student may elect to attend, and a policy of diversity in the programs offered by different schools, provided a mechanism by which an indication is readily obtained with regard to which school in an area should be closed first. Furthermore, with the establishment of school councils, which are likely to have an increasing say in the administration of a school, together with the introduction of proposals made in paragraph 16.9 these councils should be in a position to examine closely the costs of running a school. This would provide ways by which the principal of a school and the school council, and hence the parents in the community in which a school is located, could become aware of changes in student enrolment figures that would ultimately result in a particular school ceasing to be economically viable. If the closure of a school is purely on the grounds of costs, then there is likely to be opposition from both teacher and parent groups. Nevertheless, if it can be seen that a school in a specific location is failing to attract students, and the morale of the school is in decline, then it must be suggested that the closure of the school is likely to become more clearly necessary. There will always be other possibilities to be taken into consideration. For example, for some schools partial closure might be possible, with the school buildings shared with another educational institution, and with an improved use of available facilities. In other situations the school buildings might be ageing and in need of considerable renovation, or alternatively the property on which the school is built might produce a substantial return on the open market. Occasionally the school buildings can be put to a special use. Whatever the circumstances, it would be essential for the issue to be debated by the school council with all evidence presented to it, before a decision to close was made. Already some schools in South Australia have faced these problems, which are likely to become more common in the years ahead. However, care must be taken to achieve consensus before a final decision is made.

Accordingly the Committee RECOMMENDS that :

R16.8 procedures should be developed for discussion with School Councils, Regional Education Councils and teachers prior to the closing of a school, in order that the need for closure should be clearly perceived and consensus reached before a final decision is made.

Declining Enrolments and the Year 12 Curriculum

16.13 One of the most serious consequences of a decline in enrolments is that it might be necessary to reduce the number of curricular options provided at the Year 11 and Year 12 levels below an acceptable level in smaller schools. The range of subjects taught at the senior school level is primarily determined by the number of teaching staff available and how these teachers are deployed. In so far as the number of students in each school influences the number of staff allocated to a school according to a given formula, any decline in number of students affects the number of staff available. Considerable freedom exists within a school to increase class sizes at the lower secondary level, to permit smaller class groups at the senior level, to vary the non-contact time allotted to staff at different levels, and to allow students at the senior level increased independent study time. The use of these options will be determined by the consensus that can be achieved among members of the teaching staff to permit such variations from common practice. Whether or not practices of these kinds are used, a school can only provide a wide range of subjects at the Year 11 and 12 levels if it is able to support some very small class groups. Higher retention rates to the Year 11 and 12 levels can serve to increase the sizes of class groups at these levels. However, it is likely that those students returning to school and contributing to an increase in retention rate would commonly prefer a less academically oriented curriculum. The Committee supports the view that increased diversification of the curriculum offered at the Year 11 and 12 levels would be more likely to meet the needs of students aged 16 and 17 years in the schools. In order to assist and support schools that are seeking to foster curriculum diversification at Years 11 and 12, it has been suggested that increased weightings of 1.25 at Year 11 and 1.50 at Year 12 could be given for students who remain at school to these year levels in the formulae for the calculation of the number of teaching staff to be allotted to a school. The Committee sees many advantages in such policies, but has refrained from supporting this at this time because alternative policies to achieve similar ends should be considered. One approach that the Committee has suggested in Chapter 11 should be investigated possibly through the establishment of a trial program is the setting up of a senior college. As previously reported colleges of this type have proved to be highly successful in the Australian Capital Territory. Nevertheless, we are aware that many secondary school teachers have strong reservations about such policies that remove from secondary schools the more senior students who make an important contribution to the life of a school. An alternative approach is to encourage adjacent schools to agree to diversify their curricula along different lines, and to enable students to transfer to

neighbouring schools in order to follow a curriculum that is more suited to their needs. A further form of co-operation between neighbouring schools in areas where enrolments are declining, and the range of subjects and courses being offered is likely to be reduced, is to combine together to establish joint classes and joint use of facilities. This may require the provision of transport facilities to move students from one school to another at appropriate times of the day, and the development of an extended and flexible timetable. The problems associated with the more effective management of resources should be taken into consideration at the regional level and between neighbouring schools, not only to ensure that schools continue to meet student needs following enrolment decline, but also to expand their curricular offerings in order to meet student needs by encouraging students who would otherwise have left to remain longer at school.

Accordingly the Committee RECOMMENDS that :

R16.9 schools in an area should wherever possible develop agreed policies associated with the diversification of curricula in the schools at the upper secondary level, so that educationally viable classes are provided to meet the full range of student needs.

A Basket of Services

16.14 In August 1980 the Committee issued an invitation to schools and their local communities to make submissions on appropriate levels of resources for schools. A number of schools, in response, referred to a decline, in real terms, of contingencies funds made available to schools. It appears that this situation has arisen, in large measure, through some administrative difficulties encountered in the normal budgetary process whereby a standard inflation allowance of some four per cent is built into the Education Department's contingencies budget allocation and the Department is able, on demonstrating inflationary levels in excess of this amount, to claim additional sums from the Treasury Department. However, with the advent of school-based funding and with some 638 schools disbursing funds, it is an impractical matter to document actual inflation levels on the multitude of goods and services purchased by the schools. Thus, the possibility of the Education Department claiming for excess inflation has become more of a theoretical possibility than a practical one.

16.15 In order to overcome these problems associated with the purchase of goods and services the Committee believes that the Education Department in consultation with the Treasury Department should develop a model 'basket of services' approach. Using this approach they would determine the levels of fund allocations to schools and inflation adjustments would be reckoned on the components of the 'basket' to preserve the real value of funds, regardless of whether or not actual expenditure in schools conforms to t' model basket of services. Indeed we believe that schools should not b constrained to divide their allocated funds between various lines i proportions dictated by a Central Office but should have considerable freedom to exercise judgement about local priorities. We see the development of a system, whereby general purpose grants predominate and are supplemented by some specific purpose grants in areas where it is desirable that some programs or activities be fostered on a system wide basis.
Accordingly the Committee RECOMMENDS that :

R16.10 the Education Department in consultation with the Treasury should develop a model 'basket of services' approach to school-based funding and indexation which would enable schools to have greater flexibility in the use of the funds available to meet their particular needs.

Land Purchases

16.16 In the course of studies which were undertaken by the Resources Working Party it became evident that there was a lack of corporate planning both between sectors and between branches within the Education Department and the Department of Further Education in the selection and purchase of sites which in future might be occupied by educational institutions. Considerable sums of money are tied up in the purchase of sites for future schools and colleges; unfortunately a rapid expansion of the educational system is no longer taking place to support policies of acquiring land cheaply and holding it for the purpose of use or trade at a later time. The enquiries of the Committee have indicated that on occasions land is being purchased without a pre-purchase study being undertaken, and some of the land obtained under such conditions is in fact not required. There is a lack of clear objectives and considered guidelines for both land purchasing and for setting priorities for capital works. Moreover, there appears to be an urgent need to upgrade property information systems in the Education Department to provide a complete and accurate record of land holdings and to ensure that regular monitoring of land utilization and need is carried out with a view to rationalising holdings.

At present no adequate system exists for over-viewing these matters on a continuing basis.

Consequently the Committee RECOMMENDS that :

R16.11 careful planning should take place, bringing together persons from the different sectors and from different branches within a sector, to investigate more thoroughly future land purchases, to undertake a vigorous and continuing program of review of existing facilities and unused properties currently held in the name of the Minister of Education and, when profitable to do so, to dispose of unused properties.

Chapter 17

SOME FURTHER CONSIDERATIONS

17.1 In this first report of the Committee consideration has been given to the wider structural issues associated with the provision of education in South Australia. The report has not advocated major change at this time or during the next decade. However, in the provision for youth it is apparent that problems of considerable magnitude and importance exist and that new initiatives will be required in this area. Moreover, since the Commonwealth Government is necessarily involved in these programs, it will be extremely difficult for substantial progress to be made towards the resolution of these problems without a clear financial commitment from the Commonwealth Government. The Committee believes that the policies that are developed should be related not only to the provision of employment opportunities but also, and more importantly, to opportunities for education and training. Thus the advancement of new and more suitable policies is a matter of consequence for those who are concerned with providing for education in the State. The Committee has recommended the establishment of a Youth Policy Council to be formed under the Premier but with close links to other State Government departments in order to develop educationally sound and coherent policies for the education and training of youth at least to the age of 18 years. The development of these policies is of such urgency and importance that the Committee believes that they should be proceeded with immediately.

17.2 The dependence on a financial commitment from the Commonwealth Government referred to in the previous paragraph, in order to develop a coherent youth policy, highlights an issue that has been referred to in several major submissions received by the Committee. Under current arrangements neither level of government, State nor Commonwealth, is in a position to determine the total pattern of spending on education within the State. Universities and colleges of advanced education are totally financed from Commonwealth sources. The Commonwealth makes significant grants for child-care, pre-school, primary, secondary, technical and further education, and currently influences, in part, the spending in these areas. However, state authorities have a major influence on the patterns of development. Both levels of government make grants for non-government schools on bases which are similar in concept but significantly different in detail, and both types of grant are at present being increased. These financial arrangements for the provision of education in the State are not conducive, in the Committee's view, to the making of coherent and comprehensive policies and the efficient allocation of resources. One of the problems that has arisen in the past, is likely to arise again in the future, and has made state authorities extremely wary about Commonwealth Government initiatives is

that there is no guarantee from the Commonwealth Government that the programs it supports will be continued beyond very limited periods of time. Another problem that has been raised in submissions is whether specific purpose grants from the Commonwealth Government are always used for the purposes specified. It is clear that the constitutional, legal and operational responsibilities for education rest with the States, and this is likely to continue. It is evident, too, that the Commonwealth Government cannot make long-term guarantees to continue all current programs. Consequently, the Committee believes that an examination should be undertaken of the extent to which the Commonwealth Government should include educational grants within general purpose funds and so provide greater flexibility to the State for the conduct of educational programs, or provide stronger guarantees for longer periods that current and new programs will continue to be provided for all at defined levels.

17.3 During the past decade, since the Committee of Enquiry into Education in 1971 handed down its report, there has been a significant increase in expenditure on education in the State with increased funding coming from both State and Commonwealth Governments. As a consequence of these increases in provision, there have been many new and important developments during the decade that have been considered in some detail in this report. The general impression gained by the Committee from its survey of education in the State is of a system that is providing educational services of a high quality, that is progressive and forward looking and that is responsive to the need for change. For a variety of reasons why the number of students enrolled in the schools has declined and will continue to decline. This requires a re-allocation of resources away from certain areas, in order to undertake such new initiatives as the provision of remedial staff for primary schools, the reshaping of the upper secondary schools, and the implementation of certain new programs for the education and training of youth. The guiding principle considered by the Committee in the re-allocation of resources has been the educational worth of any change.

17.4 The Public Accounts Committee of the South Australian Parliament in late 1980 completed a report that examined the costs involved in certain aspects of the administration of schools. The Committee of Enquiry has examined with considerable interest this report and has taken the discussion and recommendations into consideration in its deliberations. The Committee has advocated such changes as the restructuring of the Curriculum Directorate, and a move towards greater responsibility for the administration of schools at the local or school level with support provided at the regional level. It has also proposed that responsibility for maintenance should be delegated

as far as is possible to the schools, that co-ordination and specialisation should occur in the curriculum of schools at the upper secondary level, and that a restructuring of the promotional positions in schools should take place, with the introduction of limited tenure appointments for certain promotion positions. There are, however, other issues relating to the curriculum and to evaluation as well as accountability that the Committee will consider in its second report.

17.5 A major problem seen by the Committee was the lack of a mechanism for the development of coherent policies and plans for the provision of educational services across the State. As a consequence the Committee has recommended the establishment of both an Education Policy and Priorities Executive and an Office of the Minister and the re-establishment of a Planning and Research Group to ensure that, in future, greater attempts are made to undertake long-term planning, within and across the sectors, as well as to ensure that greater rationalisation and re-allocation of resources occur between sectors. While the Committee recognises that a considerable amount of statistical information is assembled on the provision of educational services at the pre-school, school and college of technical and [illegible] education levels, it noted some surprising gaps, and in some cases information that could not be readily reconciled. It would advocate that the Office of the Minister and the Planning and Research Group should, when established, investigate thoroughly the needs for specific types of information, examine critically the information currently provided from all pre-schools, schools and colleges and urge the adoption of procedures that would enable the required information to be made available rather more quickly than at present occurs. The Committee believes that without such information the Education Policy and Priorities Executive would not be able to operate efficiently or effectively. It is important to recognise that more staff would not appear to be required, but rather that new approaches should be developed which would be built around modern data processing procedures.

17.6 If greater responsibility is to be given to the principals of schools, and if new accounting procedures are to be used at the school or regional level, then the principals and senior staff of schools need both training and help in administration and management. Help can be obtained from school councils and regional offices with advice from professional auditors on statements of accounts and the management of finances within a school. However, there would appear to be a lack of appropriate training programs for school administration and management to prepare those who have to accept responsibility for the tasks of running a school. The Committee has not been in a position to examine the courses provided by universities, colleges of advanced education

and other organisations that are directed towards the education and training of educational administrators, and it suggests that a detailed and critical examination should take place. If necessary, new courses or changes to current courses should be introduced.

17.7 In order to increase the assistance given to schools, the Committee has recommended a strengthening of the Regional Offices and the re-allocation of staff from service units, from the Research and Planning Directorate and from the present Curriculum Directorate to assist with the provision of services to schools. In addition, the Committee has advocated the establishment of Regional Education Councils to advise the Regional Director and the staff of the Regional Offices and to assist with the co-ordination and more efficient use of resources at the regional level. These moves should result in the provision of services to the schools more directly and more effectively than occurs at present. It is envisaged that the Regional Education Councils will also set up Committees for Early Childhood Education Services, and that issues relating to the provision of technical and further education in a region will be considered by the Regional Education Councils. These moves should assist in the co-ordinated use of resources across sectors.

17.8 There are many issues that the Committee has not been able to examine and discuss in this first report. The Committee is concerned that, in the allocation of resources and in the courses studied in high schools and colleges of technical and further education, insufficient attention is being given to encouraging participation by girls. Disparities in enrolments and in participation patterns between the sexes in both schools and colleges would seem to indicate the need for more careful counselling and encouragement. This could be achieved by using existing resources in new and different ways and by increasing opportunities for women to occupy promotion positions in schools where they would have greater opportunities to influence the aspirations and expectations of girls. In addition, there are issues relating to the education of other special groups, including Aboriginals, the disabled and the gifted. However, these matters are concerned primarily with the curriculum of the pre-schools, schools and colleges, and, in part, with other resource issues. Likewise, there are questions which relate to the provision of remedial and migrant education programs, and the transition from the pre-primary to reception and the primary grades or from the primary to the secondary school. The Committee's attention has been drawn to the fact that the average age of students at Year 12 on 1 August 1979 was 17 years 2 months, an age that was lower than that in all other States and substantially lower than in New South Wales, Victoria and Tasmania. This would mean that the average age at which students would complete Year 12 would be 17 years 6 months,

and from the evidence available this age of completing secondary schooling has fallen by four months over the past decade. The age of completion of schooling is determined largely by policies of transition from the pre-primary level to the Reception classes and to Year 1. The average age of children in Year 1 on 1 August 1979 was 6.0 years. Comparison of the average age of children in Year 1 with that in other States indicates that children in South Australia reach the Year 1 level at a younger age than elsewhere, perhaps as a consequence of the now largely universal pre-school programs in the State. The question that the Committee would need to consider in its second report is whether the earlier ages of starting school and completing school in South Australia have consequences for the curriculum and the transistion from the Reception classes to the Year 1 classes. These matters will be examined in the second report together with other curricular and assessment issues.

17.9 Consideration of curricular issues at the pre-primary, infants, and primary levels will raise questions of the need for additional resources in the primary schools. In the first report matters relating to the primary schools have received little consideration. It is important to emphasise that this is not to be seen as an indication that the Committee attaches lesser importance to them. Indeed the Committee believes that it may be too late to attempt remedial education programs at the secondary school level, and that resources for such work should be provided to the primary schools. It may, however, be that some of the problems faced by children in their learning in the primary schools are a consequence of accelerated entry into primary schooling. Again the Committee plans to investigate these matters and to report on them in its second report.

17.10 There are other important issues that the Committee has discussed during its meetings and which it has not attempted to report at this stage. They include the policies of transfer of staff from metropolitan to non-metropolitan schools, and the policies adopted by the Teacher Housing Authority for the housing of teachers in country regions. These matters are seen to be of consequence by the Committee, but it is unclear what can be added to the discussions that have already taken place between the different parties concerned. In general, it agrees with the changes in policy that are evolving, and urges that the discussions between the different parties continue, and that flexible approaches to the problems be maintained.

17.11 In concluding this report the Committee commends all who are engaged in the provision of education in South Australia on their commitment to and concern for education, on the quality of the services that are available and on their efforts to maintain services of a high quality. Nevertheless, the Committee acknowledges that there is a questioning in the community as to

whether the resources that are provided for education are being used as efficiently as possible. In attempting to take account of this concern in the community, the Committee has sought to develop ways in which members of the community might be more involved in discussions on education at the pre-school, school, regional and system levels. It is hoped that the greater involvement of members of the community in such discussions will help to reassure them of the valuable work being undertaken in educational institutions in South Australia, and also to provide them with opportunities to question any wastage of resources that they might see to be occurring. At the same time the people working in education will, it is hoped, become more aware of the issues being raised and more appreciative of the fact that the resources available for education are necessarily limited, and that the re-allocation of resources within education for more worthwhile purposes should be undertaken whenever possible.

APPENDIX A

BRIEF OUTLINE OF THE WORK OF THE RESOURCES WORKING PARTY

CONVENED BY THE COMMITTEE OF ENQUIRY INTO EDUCATION

Composition:

Senior Research Officer

Dr B.C. Lindner	(Education Department)

Project Officers

Mr R. Adams	(Engineering & Water Supply Department)
Mr K. Brooks	(Public Buildings Department)
Mr A. Daw	(Education Department)
Ms M. Fallon	(Department of Local Government)
Dr C. Larsen	(Treasury Department)
Mr F. Morgan	(Education Department)
Mr R. Scholefield	(Department of Further Education)

Most of the work of the Resources Working Party was undertaken on a discrete project basis. Officers were seconded from the various government departments listed above on a full-time temporary basis to undertake a variety of projects that were commissioned by the Committee of Enquiry and monitored by a small sub-committee of members.

The projects undertaken by the Working Party are summarised in tabular form on the following pages.

PROJECT TITLE	DESCRIPTION	PROJECT OFFICER(S)
(1) Trends in Education Funding and Associated Factors	Documentation of trends in State and Commonwealth funding, over the last decade of the Childhood Services, School and Further Education sectors together with an analysis of associated trends in student enrolments and staffing levels.	Dr C. Larsen Dr B.C. Lindner
(2) Financial and Manpower Implications of Policies Relating to the Staffing of Schools	Derivation of the relationship between average class size, teacher non-contact time, pupil-teacher ratios and associated financial and human resource requirements. Development of a model for analysing policy options and associated resource requirements and an application of the analysis to the South Australian Government school system.	Dr B.C. Lindner
(3) Co-ordinated Planning of Education Service Delivery	An examination of the planning process in the education sectors and an analysis of alternative management structure to determine arrangements conducive to optimising inter-sectoral co-ordination and maximising the effective and efficient use of total education resources.	Mr R.J. Adams
(4) Land Acquisition and Disposal in the Education Sectors	Review of the planning process associated with land acquisition and disposal and an examination of the potential for capital resource re-allocation through the identification of surplus land.	Dr C. Larsen
(5) Staff Requirements as a Function of School Size and Curriculum Diversity	Theoretical and empirical study of teacher number requirements as a function of enrolment levels and diversity of curriculum offering at the upper secondary school level.	Mr F. Morgan
(6) Alternative Methods of School Organisation	An examination of alternative organisational systems of secondary education delivery in the light of findings emanating from projects (2) and (5). Development of policy options for achieving more efficient use of human resources while preserving comprehensiveness of secondary curriculum offerings.	Dr B. Lindner

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PROJECT TITLE	DESCRIPTION	PROJECT OFFICER(S)
(7) Systems for the Provision of Leisure and Enrichment Education	An analysis of the provision of adult enrichment programs by different sponsors in the State and the subsequent development and analysis of policy options for the funding of such programs.	Mr R.M. Scholefield
(8) Part-time Teacher Employment	An examination of current levels of part-time teaching appointments and the feasibility of introducing more flexible appointment modes on an expanded scale together with an examination of the social and industrial issues entailed.	Ms M. Fallon
(9) Funding of Non-government Schools	A comparative study of the levels of State Government funding of non-government schools in each of the Australian States.	Mr A.B.S. Daw
(10) Review of Regionalisation of Education Department Administration	Review of the cost and effectiveness of the move towards regional administration of school education during the 1970s together with an analysis of policy options for the future. (Note: Results of a survey of school principals' perceptions of the effectiveness of regionalisation are recorded in Appendix C).	Mr R.M. Scholefield
(11) Review of Policies for the Staffing of Further Education Colleges	Review of D.F.E. policy (e.g. on class size and lecturer contact time) affecting the number of lecturers required for staffing of colleges together with an analysis of the system for determining college staffing needs.	Mr R. Adams (preliminary studies)
(12) Trends in Capital Facilities Provision	Review of trends in the quantity and quality of capital facilities provision over the last decade together with an analysis of related policy implications of declining enrolments in schools. (In progress).	Mr K. Brooks

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APPENDIX B

SEMINARS CONDUCTED BY THE AUSTRALIAN COLLEGE OF EDUCATION (SA Chapter)

26 September 1980

'Some demographic factors influencing recent and future demand for educational services in South Austalia'

Dr G. J. Hugo, Flinders University of South Australia

31 October 1980

'Some characteristics of TAFE in South Australia'

Mr D. Bryan, Uniroyal Pty. Ltd.
Mr R. Hall, Australia Post
Mr E. Hobson, South Australian Institute of Technology
Mr B. Stanford, Open College of Further Education
Mr D. Thornton, Regency Park Community College
Mr D. Wauchope, Balfour Wauchope Pty. Ltd.
Mr R. Windsor, Regency Park Community College

28 November 1980

'Transition Education'

Ms N. Gilding, Education Department
Mr H. Hill, Whyalla Education Centre
Mr R. Jackson, Department of Further Education
Mr M. Kau, Service to Youth Council

27 February 1981

'New Technology and the Curriculum'

Mr B. Abbey, Public Service Association
Dr I. Walker, Adelaide College of the Arts and Education
Mr G. Willmott, Adelaide College of the Arts and Education

APPENDIX C1

List of Organisations and Individuals who made Written Submissions to the Committee

Organisations

Adelaide C.A.E. - Joan Brewer - Head Librarian
Adelaide College of Further Education
Adelaide College of the Arts and Education
Adelaide Women's Community Health Centre
Adult Literacy Unit (D.F.E.)
Advisory Panel for Hearing Impaired and Visually Impaired Children
Advisory Staff, Central Eastern Region
Advisory Teacher Librarians, Education Department of S.A.
Aldinga Primary School
Angle Park Computing Centre
Arbury Park Outdoor School
Area School Principals Association
Assessment Research Sub-Committee, S.A. Education Department, Secondary English Curriculum Cttee.
Australian Association of Early Childhood Educators
Australian Council for Health, Physical Education and Recreation
Australian Institute of Management (S.A. Div.)
Australian Marketing Institute
Australian Medical Association Inc.
Australian Pre-School Association
Australian Psychological Society S.A. Branch
Australian Society for Music Education
Balaklava Primary School
Bankers Institute of Australasia
Banksia Park High School Committee
Barmera Primary School Council
Barossa Winemakers Association
Bellevue Heights Primary School, Staff and Principal
Birdwood High School
Blackfriars Priory School
Blair Athol Pre-School Centre
Board of deLissa Institute of Early Childhood Studies
Booleroo Centre High School Council
The Border Watch Pty. Ltd.
Bordertown High School
Broken Hill Associated Smelters Pty. Ltd.
Burnside Primary School
Burra Community School Council
Burra Pre-School Association
Campbelltown High School Council Inc.
Campbelltown High School Sports Club
Catholic Education Office
Ceduna Area School Council
Central Western Region, Senior Offices
Chamber of Commerce and Industry S.A. Inc.
Charleston School Council
Child, Adolescent and Family Health Service Interim Directorate
Childhood Services Council
Choice and Diversity Steering Committee
Clapham Primary School
Commercial Teachers Association of S.A. Inc.
Contemporary Art Society of S.A.

Coomandook Area School
Cowandilla Primary School
Croydon Park C.F.E., Resources Committee
R-12 Art & Design Advisers Curriculum & Regional Directorates
Curriculum Development Centre Canberra
Department for Community Welfare
Department of Agriculture
Department of Continuing Education
Department of Correctional Services
Department of Education Adelaide University
Department of Further Education
Department of Industrial Affairs and Employment
Department of Local Government
Department of Public Service Board
Department of Services and Supply
Department of Transport, Recreation and Sport Division
Deputy Principals' Association
Development Education Group
District Council of Mount Gambier
District Council of Port Mac Donnell
Early Childhood Organisation
Early Childhood Section, Education Dept. of S.A.
Eastern Hills Principals Association
Education Department of S.A.
Education Department of S.A. Guidance and Special Services (Central Western)
Educational Technology Centre
Elizabeth Community College Council
Elizabeth Community College, Child Care Studies Section
Elizabeth East Primary School
Elizabeth Field Primary School Language Committee
Elizabeth North Primary School Council
Elizabeth South Primary School
Elizabeth West High School
Equal Opportunities Advisory Panel, S.A. Public Service Board
Ethelton Primary School
Ethnic Schools Assoc. of S.A. Inc.
Eudunda Area School Council
Eyre High School Council
Eyre Peninsula Community College
Eyre Region Principals and Officers
Family Planning Association of S.A. Inc.
Further Education Association
Gawler College of Further Education Council
Geography Teachers Assoc. of S.A.
Gepps Cross Senior Special School Council
Geranium Area School Council
Gladstone High School Council
Glengowrie High School
Goodwood Boys High School Council and Staff
Guidance and Special Services Curriculum Directorate, Education Dept. of S.A.
Hartley College of Advanced Education
Hawker Childhood Services Centre
Henley Beach Community Kindergarten Committee
Henry George League
High School Councils Association
Home Economics Programme Committee
Home Economics Teachers Association of S.A.
Hope Valley Primary School Council Inc.
The Housewives Association Inc. S.A. Division
Hyperactivity Association of S.A. Inc.

Industrial Training Officers Conference
Ingle Farm Central Primary School
Ingle Farm Community Kindergarten Management Committee
Institute of Affiliate Accountants
Institute of Personnel Management of Aust., S.A. Div.
Institute of Vice-Principals (S.A. Colleges of Further Education)
Institution of Engineers of Australia (S.A. Division)
Jamestown High School Council
Jean Bonython Kindergarten Management Committee
Jean Horan Kindergarten
Junior Primary Principals Assoc.
Junior Primary School Parents' Clubs of S.A., Association of
Junior Primary Teachers Association
Junior Primary Teachers, Central Western Region
Kapunda High School/Primary School Council
Kapunda Teachers Association
Kidman Park High School Parents & Friends Association
Kidman Park Primary School
Kindergarten Union
Kindergarten Union Council
Kindergarten Union of S.A., Directors and Teachers
Kingston Area School
Kraft Foods Limited
Lady Gowrie Child Care Centre
Lameroo Area School
Largs North Primary School, Parents and Staff
Lecturers (Resource Centre) Group in DFE
Library Association of Australia
Linden Park Primary School Council
Lower South East Link Course Authority
Lucy Morice Free Kindergarten - Parent Management Committee
Lutheran Church (Blanchetown)
Lutheran Church of Australia (S.A.)
Management Committee of Whyalla Region Education Centr
Mansfield Park Primary School
Manu High School
Marriage Guidance Council of South Australia Inc.
Mawson High School Council
Melrose Kindergarten
Melrose School Council
Meningie Area School Council
Metal Industries Association of S.A.
Millicent High School Council
Minda Home Inc.
Minlaton & District Kindergarten Committee
Mitcham Primary School Council
Modbury South Junior Primary School, Staff
Montessori Society of S.A. Inc.
Morgan Primary School
Morialta High School Council and Staff
Morphett Vale Primary School Council
Mount Compass Area School
Mount Gambier Hospital Inc.
Murray Bridge Community College of Further Education
Murray Bridge High School
Murray Bridge South Primary School
Music Branch, Education Department S.A.
National Council of Women
National Heart Foundation of Australia (S.A. Div.)
Netherlands Organisations in S.A. Inc., Federation of

Nicolson Avenue Junior Primary School, Staff
Norwood Primary School Council
Nurses Board of S.A.
Oakbank Kindergarten
Panorama Community College Council
Para Vista High School Council
Para Vista High School Staff Assoc.
Parafield Gardens High School Council
Penneshaw Special Rural School Council
Pennington Primary School
Playgroup Association of S.A. Inc.
Plympton High School Council
Port Adelaide Community College of Further Education
Port Pirie Community College
Pre-Retirement Association of S.A. Inc.
Pre-School Teachers Association of S.A.
Primary & Junior Primary Principals District 4, Central Northern Region
Primary Principals Association of S.A.
Primary Principals Association, Central Western Region, Education Dept. of S.A.
Primary Principals Association, State Conference Sub-Committee
Primary Teachers Association
Principals of Schools in South East Region
Printing and Allied Trades Employers Federation of Australia (S.A. Div.)
Professional Committee of the State Services and Development Committee
Professional Organisation of Junior Primary Principals
Prospect, Daws Road and Kilburn Centres
Public Examinations Board
R-12 Drama Curriculum Committee
R-7 Language Arts Curriculum Centre, Education Department of S.A.
Ramco School
Reading Development Centre, Education Dept. of S.A.
Real Estate Institute of S.A. Inc.
Regency Park Community College Council
Registrars Representative Group
Renmark High School Council
Renmark Primary School Council
Renmark West Primary School Council
Research and Planning Directorate Staff Council, Education Department
Research Section, Education Department of S.A.
Resource Centre Teachers Assoc.
Ridgehaven Junior Primary and Primary Schools, Staff
Riverland Community College Council
Robe School Council
Royal Australian Nursing Federation (S.A. Branch)
S.A. Association for Multicultural Education
S.A. Association of Councils of Colleges of Further Education
S.A. Association of Occupational Therapists (Paediatric Interest Group)
S.A. Association of School Parents' Clubs Inc.
S.A. Automobile Chamber of Commerce
S.A. Board of Advice
S.A. Commission for Catholic Schools
S.A. Correspondence School
S.A. Council for Children's Films and Television Inc.
S.A. Deaf Society Inc.
S.A. Employers Federation
S.A. Health Commission
S.A. Health Commission Psychological Services Group
S.A. High Schools Principals Association
S.A. Housing Trust
S.A. Independent Schools Board

S.A. Institute for Educational Administration
S.A. Institute of Inspectors of Schools
S.A. Institute of Teachers
S.A. Institute of Technology
S.A. School Teachers and School Assistants, Branch, Australian Government Workers Association
S.A. Teacher Housing Authority
S.A. Timber Industry Training Committee Inc.
Salisbury College of Advanced Education
Salisbury College of Advanced Education Academic Staff Assoc.
Salisbury College of Advanced Education, Maths. Department
Salisbury North R-12 School
Salisbury North West Community School Council
Salisbury North West Junior Primary School Staff
School Libraries Branch, Education Department
School Loans Advisory Committee
School of Physics, S.A. Institute of Technology
Seacombe High School Council
Social Development Group, Central Southern Region, Education Dept. of S.A.
Society for Mass Media and Resource Technology
Softwood Holdings Ltd.
South East and Pirie Regional Cultural Centre Trusts
South East Community College
South East Region Principals Executive
South East Working Party
South Road School Council
Special Education Unit (Northern Region), Education Dept. of S.A.
Speech Therapists, Guidance and Special Services Branch, Education Dept. of S.A.
Speld (S.A.) Inc.
Springhead School Committee
St. Agnes Community Health Centre
St. Andrews School Inc.
St. Leonards Primary School Council Inc.
St. Peters Women's Community Centre
Status of Women Committee of the U.N.A.A. (S.A. Division)
Stuart High School
Student Counsellors Assoc. of S.A.
Sturt College of Advanced Education Academic Staff Association
Sturt Primary School Council
Swan Reach Area School Council
Tarpeena Primary School Council
Teacher Librarians (R-7) Central Western Regional Education Office, Education Dept. of S.A.
Technical Studies Curriculum Committee
Telecom Australia
The Association of Child Care Centres of South Australia Inc.
The Corporation of the City of Tea Tree Gully
Thebarton Primary and Torrensville R-6 Council
Thebarton Primary School, Staff
Torrensville R-6 School Staff
Townsend Pre-School for Hearing Impaired and Hearing Children
Treasury Department
Tribal Aboriginal Schools Assoc.
Tumby Bay Area School Council
United Farmers & Stockowners (Farmer Members) Zone 4 on Farm Training Development Committee
United Farmers & Stockowners of S.A.
Vermont High School Staff Association
Warradale Primary School Council
Wasleys Primary School Council

Wattle Park Teachers Centre, Board of Management
Welfare Workers, Student Counsellors & Community Nurses Forum for Tea Tree Gully District
Westbourne Park Primary School
Whyalla C.F.E. Council
Whyalla Special School
Willunga Primary School Council Inc.
Windsor Gardens Community Kindergarten
Wirrabara Primary School
Women's Action Alliance S.A. Branch
Women's Advisory Unit, Education Dept. of S.A.
Women's Studies Planning and Co-ordinating Group, (Dept. of Further Education)
Women's Studies Resource Centre Collective Inc.
Woodville Gardens Pre-School Centre
Woodville High School Council & Staff
Woodville Spastic Centre Special School Council
Woodville Special School Council
Workers Educational Association
Wudinna Area School Council and Staff
Yankalilla Area School
Zion Lutheran Congregation, Swan Reach

Individuals

Ms. J. Armitage and Others
Mr. F.W. Barnden
Mr. & Mrs. Battersby
Ms. E.J. Bowles
Dr. D.K. Briggs and Dr. P.W. O'Brien
Mr. R. Browning
Mr. M.J. Cherry
Mr. R.J. Chirgwin
Mr. L. Chittleborough
Ms. W.L. Chittleborough
Mr. J.A. Clothier
Mr. C.G. Cook
Mr. J. Cook
Ms. M. Corich
Mr. R.J. Couch
Mr. M.L. Cowling
Mrs. P.M. Creed and Mrs. V. Hargreaves
Mr. G.W. Dare
Mr. T. Duncan
Dr. F.N. Ebbeck
Mr. W.S. Ekins
Mr. T.J. Fechner
Ms. C.M. Fehlberg
Mr. J. Fletcher
Mr. P.W. Foran and Mr. M.G. Strathie
Ms. H.M. Gallop
Mr. A. Gillissen
Mrs. J. Glonek
Mr. J.F. Haden
Ms. L.J. Hanna
Mr. B.D. Hannaford
Mr. P. Harrison-Mattley
Mr. J. Heath
Mrs. E.C. Heinrich
Dr. N. Hicks
Dr. E. Hobson

Mr. B.R. Hornung
Mr. J.D. Hughes
Dr. B. Johnston
Mr. P. Jonstone
Mr. L.C. Kemp
Mr. E. Lasscock and V.A. Lambert
Mrs. R.M. Leach
F. Lee
Mr. L.G. Lines and Others
Mr. D. Little
Mr. E. Lowrey and Mr. J. Tons
Mrs. P.J. Ludlow
Mr. E.H. Lyndon
Mr. J.M. Main and Others
Mr. B.S. Marshall
Dr. M.L. Martin
Mr. P. Martin
Mr. K. Maynard
Dr. M. McArthur
Ms. D. McCulloch and Others
Mr. A. McGuire
Ms. L. McLoughlin
R.J. Mierisch
Mr. S. Moriarty
Mr. D. Munzberg
Mr. G. Murray
Mr. J.D. Murrie
Mr. I.L. Muster
Mr. V.J. Nathan
Mr. M. Nimon
A. Ninnes
Justice L.T. Olsson
Mr. G.G. Partington
Mr. M. Penn
Dr. G.A. Ramsey
Mr. D.B. Rayson
Mr. G. Richard Coy
Mr. J.P. Rodgers
Mr. G. Rogers
Mr. R.D. Rosser
Mrs. A. Rowe
Mr. R.J. Ryan and Mr. D.M. Thornton
Mr. T. Ryan, Australian Broadcasting Commission
Dr. J.A. Sandover
Ms. S.K. Satyanam
Ms. E. Scarbraugh
Mr. P. Schodde
Mr. W.F. Shaw
Mr. J.D. Sheppard
Mr. A. Slater
Mr. R.C. Slater
Mr. D.G. Snewin
Mr. D.L. Speight
Dr. C.D. Starrs
Judge I.E. Stevens
Mr. A.M. Talbot
Mr. J.H. Thompson
Ms. J. Ting
Ms. C. Venning
Mr. D.R. Walker

J.W. Warburton
Mr. C. Wegener
Mr. G. Wells and Mr. C. Vincent
Mrs. E. Whitehead
Miss C. Whittaker
Mrs. P. Williams
Mrs. C. Willing
Dr. R. Wiseman
Mr. T.K. Wundke and Others
Mr. A.D. Young and Others
Mr. P. Zander and Others

APPENDIX C2

LIST OF PERSONS INVITED TO APPEAR BEFORE THE COMMITTEE OF ENQUIRY INTO EDUCATION

1 September 1980	Prof. Torsten Husén, Director, International Institute of Education, University of Stockholm.
	Dr J.M. Mayfield, Acting Deputy Director General (Resources) Department of Further Education.
1 September 1980 20 October 1980	Dr P.W.I. Tillett, Deputy Director-General (Resources) Education Department.
15 September 1980	Mr R.F. Smallacombe, Assistant Director, Curriculum, Education Department.
6 October 1980	Mr P. Bentley, Assistant Director, Employment Division, Department of Industrial Affairs and Employment.
20 October 1980	Mr L.A. Kloeden, Director-General, Department of Further Education
	Dr F.N. Ebbeck, Executive Director, Kindergarten Union of S.A.
1 November 1980	Mr I. Cox, Director-General, Department for Community Welfare.
17 November 1980	Mr D.J. Mercer, Chairman, Public Service Board Mr J.E. Burdett, Assistant Commissioner, Public Service Board Mr H. Bachmann, Assistant Commissioner, Public Service Board Mr D. Faulkner, Director, Operations Review Division, Public Service Board

APPENDIX D

ANNUAL EXPENDITURE ON EDUCATION IN SOUTH AUSTRALIA

($ 000)

Organisation	Yr.Ending	Recurrent	Capital	Total
Education Dept.	30/6/80	374,617	33,571	408,188
Dept. Further Educ.	30/6/80	47,125	12,765	59,890
Kindergarten Union	31/12/79	11,134	1,134	12,268
Adelaide University [a]	"	45,147	3,289	48,436
Flinders University [b]	"	21,869	854	22,723
Adelaide CAE	"	13,073	1,393	14,466
Hartley CAE	"	5,735	131	5,866
Salisbury CAE	"	4,057	82	4,139
Sturt CAE	"	4,978	416	5,394
Roseworthy AC	"	3,722	900	4,622
S.A. Inst. of Technology	"	18,590	224	18,814
TEASA [c]	"	349	-	349
Teacher Reg. Board	30/6/80	145	-	145
S.A Teacher Housing Auth.	30/6/80	3,775	1,814	5,589
Public Examinations Board	30/6/80	664	-	664
Non-Government Schools [d]	31/12/79	43,904	8,880	52,784
W.E. Association [e]	31/12/79	587	-	587
TOTAL		599,471	65,453	664,924

Notes: Sources of data

[a] University of Adelaide Financial Statements 1979

[b] Flinders University Financial Statements 1979

[c] Expenditure covers six months - A.G. Report for 30/6/80

[d] Advisory Committee on Non-Government Schools advice

[e] WEA 1979 Annual Report

All other data as reported in SA Auditor-General's Report of 30/6/80.

APPENDIX E

I. REGIONALISATION SURVEY RESULTS

1. PRINCIPALS' RESPONSES RE EDUCATION DEPARTMENT REGIONALISATION (BY METRO/COUNTRY

		METRO				COUNTRY				TOTAL			
	FUNCTION	A	B	C	D	A	B	C	D	A	B	C	D
1.	Represent DGE	99	9	15	6	69	8	6	1	168	17	21	7
2.	Evaluate programmes	53	40	19	18	50	23	5	7	103	63	24	25
3.	Local problems	70	37	14	7	52	27	4	2	122	64	18	9
4.	Teacher assessment	65	14	20	30	62	9	6	8	127	23	26	38
5.	Teacher discipline	56	28	21	24	46	25	10	4	102	53	31	28
6.	Teacher recruitment	30	22	32	45	30	33	12	10	60	55	44	55
7.	Teacher deployment	52	26	14	37	39	32	5	7	91	58	19	44
8.	Allocate human resources	65	37	9	18	42	37	2	4	107	74	11	22
9.	Allocate other resources	45	52	19	12	32	39	10	1	77	91	29	13
10.	Staff dev./inservice	57	45	15	13	47	23	10	5	104	68	25	18
11.	Curric./advis.teachers	47	36	22	23	43	28	7	7	90	64	29	30
12.	Guidance/special ed.	59	36	21	14	46	29	4	5	105	65	25	19
13.	Teacher housing	34	45	12	9	34	41	8	1	68	86	20	10
14.	P.B.D. matters	51	54	11	13	32	46	5	1	83	100	16	14
15.	Ancillary staffing	25	69	14	22	21	54	5	4	46	123	19	26
16.	Teachers' leave	47	41	26	16	36	37	8	4	83	78	34	20
17.	Other general	49	39	19	19	36	36	7	4	85	75	26	23

KEY TO RESPONSES

A The present balance of regional and central authority benefits schools

B Greater authority should be delegated to regional offices

C Little would be lost if this function was centralised

D Schools would benefit if this function was centralised

2. PRINCIPALS' RESPONSES RE EDUCATION DEPARTMENT REGIONALISATION (BY TYPE OF SCHOOL)

	Jun. Prim.				Primary*				High				Area				Special				All Schools			
Function	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D
1. Represent DGE	19	3	3	-	105	11	5	4	19	2	9	-	15	-	1	-	10	1	3	3	168	17	21	7
2. Evaluate programmes	14	9	1	1	62	40	13	11	11	6	9	4	12	4	-	-	4	4	1	9	103	63	24	25
3. Local problems	10	13	-	1	74	38	9	4	20	7	4	-	12	4	-	-	6	2	5	4	122	64	18	9
4. Teacher assessment	19	3	2	1	74	14	14	23	14	4	6	7	13	1	-	2	7	1	4	5	127	23	26	38
5. Teacher discipline	15	6	2	2	61	29	20	15	11	10	5	5	12	3	-	1	3	5	4	5	102	53	31	28
6. Teacher recruitment	8	11	3	3	35	31	30	29	8	6	6	11	9	4	2	1	-	3	3	11	60	55	44	55
7. Teacher deployment	14	6	-	4	53	39	12	21	12	6	4	8	10	5	-	1	2	2	3	10	91	58	19	44
8. Allocate human resources	13	11	-	1	59	50	7	9	18	5	4	4	10	5	-	1	7	3	-	7	107	74	11	22
9. Allocate other resources	10	13	2	-	45	57	14	6	9	11	9	2	6	6	2	1	7	4	2	4	77	91	29	13
10. Staff dev./inservice	12	12	-	1	66	43	14	3	12	6	8	5	7	3	3	3	7	4	-	6	104	68	25	18
11. Curric./advisory teachers	11	12	-	2	55	42	17	11	9	2	12	7	8	5	-	3	7	3	-	7	90	64	29	30
12. Guidance/special ed.	13	11	-	1	62	40	17	7	12	8	8	3	11	4	-	1	7	2	-	7	105	65	25	19
13. Teacher Housing	7	9	-	3	38	53	13	7	10	10	3	-	8	6	2	-	5	8	2	-	68	86	20	10
14. PBD matters	8	15	-	1	51	61	7	7	11	13	5	2	8	5	2	1	5	6	2	3	83	100	16	14
15. Ancillary staffing	2	20	1	2	27	77	11	11	8	14	4	5	7	6	-	2	2	6	3	6	46	123	19	26
16. Teachers' leave	7	14	1	3	54	41	22	9	13	9	6	3	9	7	-	-	-	7	5	5	83	78	34	20
17. Other general	10	12	1	1	56	41	14	11	8	12	6	5	8	5	1	1	3	5	4	5	85	75	26	23

* Primary includes Rural, Special Rural and Aboriginal.

II. SURVEY SAMPLE

1. The opinions of school principals about the effectiveness of regionalisation were elicited by use of a questionnaire. Over one-third of all principals were surveyed, as follows.

Region	Jun.Prim.	Prim.*	High	Area	Special	Total
Central Eastern	3	18	4	1	2	28
Central Northern	11	34	9	-	5	59
Central Southern	7	25	7	1	4	44
Central Western	3	15	5	1	4	28
Total Metropolitan	24	92	25	3	15	159
Eyre	1	9	1	4		15
Murraylands	1	6	1	3	1	12
Northern	2	22	4	2	2	32
Riverland	1	7	2	1	1	12
South East	1	12	2	2	1	18
Yorke & Lower North	-	15	2	3	-	20
Total Country	6	71	12	15	5	109
TOTAL ALL REGIONS	30	163	37	18	20	268

Responses were received as follows.

	Jun.Prim.	Prim.*	High	Area	Special	Total
Central Eastern	1	1	3	1	1	22 (79%)
Central Northern	10	26	7	-	5	48 (81%)
Central Southern	6	20	6	1	3	36 (82%)
Central Western	3	13	4	1	3	24 (82%)
Total Metropolitan	20	75	20	3	12	130 (82%)
Eyre	1	8	1	4	-	14 (93%)
Murraylands	1	6	1	3	1	12 (100%)
Northern	2	14	3	1	2	22 (69%)
Riverland	1	5	2	-	1	9 (75%)
South East	1	9	2	2	-	14 (78%)
York & Lower North	-	9	2	3	-	14 (70%)
Total Country	6	51	11	13	4	85 (78%)

* Primary includes Rural, Special Rural and Aboriginal.

III. QUESTIONNAIRE FOR EDUCATION DEPARTMENT PRINCIPALS RE REGIONALISATION

1. Region:

2. Indicate whether your school is jun. prim./prim./high/area/other. (Circle one)

3. Regional office functions are defined in full in Administrative Instructions and Guidelines (attached). The question is whether it is useful (from your point of view) to have a regional component in the performance of functions external to the school. Please indicate by writing A, B, C or D in the square, your assessment of the appropriate balance of regional and central responsibility, for each function.

A. The present balance of regional and central responsibility benefits schools.

B. Greater authority should be delegated to regional offices.

C. Little would be lost if this function was centralised.

D. Schools would benefit if this function was centralised.

	FUNCTIONS OF REGIONAL OFFICE	A,B,C,D
(1)	Representation of D.G.E. in educational matters (public meetings, school functions, etc.)	[ ]
(2)	Evaluation of school programmes	[ ]
(3)	Conduct interviews with parents and teachers in special cases (local problems)	[ ]
(4)	Teacher assessment (conducted mainly by regional PEO's at present)	[ ]
(5)	Matters relating to teacher discipline	[ ]
(6)	Matters relating to teacher recruitment	[ ]
(7)	Matters relating to teacher deployment (transfer between schools etc).	[ ]
(8)	Decision making re allocation of human resources (currently central office determines staff levels for region and regional office determines allocation to schools:- formula + negotiable factor)	[ ]
(9)	Decision making re allocation of other financial resources	[ ]
(10)	Staff development/inservice	[ ]
(11)	Curriculum matters/advisory teachers	[ ]
(12)	Guidance and special education services	[ ]
(13)	Arrangement of teacher housing (country)	[ ]
(14)	Matters relating to Public Buildings Dept.	[ ]
(15)	Management of provision of ancillary staffing (decisions re-allocation are currently made centrally)	[ ]
(16)	Approve leave for teachers	[ ]
(17)	Other general administration and finance matters	[ ]

4. If you wish to make any general comments, please write on the back of this sheet.

NAME OF PRINCIPAL:

SCHOOL:

APPENDIX F

Apparent Retention Rates in Government and Non-Government Schools in South Australia for Years 1969 to 1980

	GOVERNMENT			NON-GOVERNMENT			CATHOLIC			OTHER NON-GOVERNMENT			ALL SCHOOLS		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
1st to Final Yr															
1969	23.1	15.7	19.6	68.1	36.5	51.0	43.8	20.1	30.5	97.2	60.7	78.5	29.2	19.3	24.4
1970	25.2	17.6	21.6	67.3	42.6	54.4	46.6	27.6	36.2	90.9	64.2	77.9	30.9	21.6	26.5
1971	29.0	20.3	24.8	73.9	46.3	59.4	54.0	31.0	41.5	98.0	67.9	82.8	34.9	24.3	29.8
1972	32.6	22.3	27.7	70.2	51.0	60.3	51.9	36.2	43.3	92.0	74.6	83.7	37.6	26.7	32.4
1973	31.2	24.0	27.6	75.5	54.2	64.4	57.7	38.3	47.2	99.3	79.5	89.4	37.2	28.6	33.0
1974	28.4	24.8	26.7	74.8	60.5	67.5	55.0	43.0	48.7	101.3	87.6	94.5	34.7	30.1	32.4
1975	31.6	28.9	30.3	76.2	64.6	70.2	63.5	47.5	54.9	92.8	91.7	92.3	37.6	34.4	36.1
1976	31.5	30.7	31.1	75.9	72.2	74.0	55.7	52.6	54.1	104.0	104.8	104.4	37.4	36.7	37.0
1977	28.6	30.5	29.5	70.6	73.7	72.2	51.8	56.8	54.5	97.1	102.0	99.5	34.3	37.0	35.7
1978	28.4	32.1	30.2	64.8	71.7	68.4	49.8	56.6	53.3	89.2	95.6	92.6	33.3	38.3	35.7
1979	29.0	32.7	30.8	72.2	75.2	73.8	56.1	62.2	59.5	97.9	99.4	98.6	34.6	39.3	36.9
1980													36.7	41.0	38.8
1st to 2nd Last Yr															
1969	57.4	49.0	53.4	86.5	75.8	80.9	65.3	60.2	62.5	110.7	98.3	104.6	61.4	53.3	57.5
1970	62.1	53.0	57.7	95.9	82.4	88.8	76.5	65.0	70.3	119.5	107.0	113.2	66.5	57.6	62.2
1971	68.2	57.0	62.8	98.5	84.5	91.2	78.9	70.3	74.2	121.9	106.9	114.7	72.3	61.2	66.9
1972	71.5	61.1	66.4	97.7	90.9	94.2	82.9	78.4	80.5	117.5	110.8	114.1	75.1	65.7	70.5
1973	67.8	63.6	65.8	98.2	94.3	96.2	84.6	83.9	84.2	116.4	110.5	113.5	71.9	68.2	70.1
1974	64.9	62.4	63.7	99.7	94.0	96.8	88.1	81.3	84.5	114.9	114.1	114.5	69.6	67.3	68.5
1975	68.6	60.2	67.5	97.8	103.3	100.6	87.1	90.1	88.7	112.9	125.3	118.8	72.5	71.6	72.1
1976	64.8	66.3	65.5	98.4	101.6	100.0	87.5	89.7	88.7	113.8	121.3	117.5	69.4	71.7	70.5
1977	65.0	69.1	67.0	91.0	101.4	96.5	82.7	90.1	86.6	104.6	119.4	112.4	68.5	74.1	71.3
1978	66.9	71.3	69.0	99.6	102.7	101.3	89.5	94.4	92.1	115.8	118.3	117.1	71.2	76.2	73.6
1979	67.5	71.8	69.6	98.6	100.2	99.5	89.7	90.0	89.9	113.0	120.0	116.4	71.9	76.3	74.0
1980													74.8	79.3	77.0

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APPENDIX F (Continued)

Apparent Retention Rates in Government and Non-Government Schools in South Australia for Years 1969 to 1980

	GOVERNMENT			NON-GOVERNMENT			CATHOLIC			OTHER NON-GOVERNMENT			ALL SCHOOLS		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
1st to 3rd Last Yr															
1969	84.9	81.9	83.4	98.3	91.3	94.6	91.9	81.0	86.0	106.0	105.9	105.9	86.6	83.3	85.0
1970	83.1	81.3	82.2	99.4	92.1	95.6	91.8	81.8	86.3	108.6	108.4	108.5	85.3	82.9	84.2
1971	84.5	83.7	84.1	96.5	93.9	95.1	89.5	87.4	88.4	105.8	104.1	104.9	86.1	85.3	85.7
1972	85.7	85.2	85.4	95.8	97.4	96.6	89.8	91.5	90.7	103.8	106.6	105.2	87.0	87.0	87.0
1973	83.6	85.1	84.3	95.2	95.6	95.4	88.9	91.0	90.1	103.3	102.8	103.0	85.1	86.7	85.9
1974	82.8	85.1	83.9	100.0	101.9	101.0	95.3	93.3	94.3	106.6	116.2	111.2	85.1	87.5	86.3
1975	84.1	86.9	85.4	98.8	101.4	100.1	93.4	95.7	94.6	106.4	110.9	108.6	86.1	89.1	87.6
1976	86.4	87.7	87.0	96.2	99.7	98.0	92.1	94.8	93.5	102.8	107.6	105.3	87.7	89.6	88.6
1977	84.5	88.6	86.5	98.6	100.2	99.4	93.0	97.1	95.2	107.5	106.0	106.7	86.3	90.4	88.3
1978	88.5	90.8	89.6	98.5	100.2	99.4	94.4	95.1	94.8	105.0	110.2	107.5	89.8	92.3	91.0
1979	86.8	91.0	83.8	101.3	106.7	104.1	95.7	105.4	101.0	110.0	109.2	109.6	88.8	93.5	91.1
1980													89.5	93.4	91.4

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APPENDIX G

DERIVATION OF THE RELATIONSHIP BETWEEN PUPIL-TEACHER RATIO (R), AVERAGE CLASS SIZE (C) AND AVERAGE TEACHER NON-CONTACT TIME ($\overline{NCT}$) IN A SCHOOL OR SYSTEM OF SCHOOLS

For a given reference period (e.g. 1 week) the average class size in a school or system of schools is given by:

$$C = \frac{\text{student class hours}}{\text{teacher class hours}}$$

$$= \frac{E \times H \times F}{\sum_{i=1}^{N} (1-NCT_i)\, H}$$

$$= \frac{E \times F}{\sum_{i=1}^{N} (1-NCT_i)}$$

$$= \frac{E \times F}{N\,(1-\overline{NCT})}$$

$$= \frac{R}{(1-\overline{NCT})} \quad \text{(for } F = 1\text{)}$$

where C = average class size

E = student enrolment of the school or school system

H = the number of timetable hours in the reference period (e.g. school hours in the school week)

F = average (fractional) contact time of students

N = number of teachers in the school or system (FTE's)

NCT_i = fractional non-contact time for teacher$_i$

$\overline{NCT}$ = average fractional non-contact time for all teachers

R = pupil-teacher ratio = $\frac{E}{N}$